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ABSTRACT

This handbook is designed to help Peace Corps programmers in planning, developing, implementing, and evaluating projects. The first four chapters describe the development process, discuss the purpose and mission of the Peace Corps, provide an overview of Peace Corps programming, and list project criteria. The next 19 chapters present the following actual programming steps: identifying broad programming opportunities, selecting problem areas for project development, establishing relationships with host country ministries, setting project goals, setting project objectives, determining volunteer assignments, conducting the task analysis, determining volunteer skill levels, estimating project and volunteer support needs, documenting the preliminary project design, optional Peace Corps/Washington consultation, developing the Quarterly Trainee Request Summary, developing the project plan, conducting site surveys, preparing the final trainee assignment criteria sheet, developing the preservice training plan, managing new projects, managing ongoing projects, and evaluation. The final chapter describes roles and responsibilities of Peace Corps staff and collaborating personnel. Sample forms, a glossary, and a bibliography are appended. (YLB)

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PROGRAMMING FOR DEVELOPMENT

INTEGRATED PROGRAMMING SYSTEM

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Peace Corps

PEACE CORPS'

INTEGRATED PROGRAMMING SYSTEM

September, 1986

Office of Training and Program Support

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September 1986

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Peter Kresge
Director, Program Support
Office of Training and
Program Support
September, 1986

SUMMARY

The Integrated Programming System (IPS) is a handbook written for the purpose of helping Peace Corps programmers to plan, develop, implement, support and evaluate projects. Eight more technically specific booklets in support of the generic programming procedures, as set forth in the IPS, will be issued in the coming year as Sector Guidelines.

The IPS essentially deals with Peace Corps' development philosophy and mission, programming standards, steps required in thorough project planning and evaluation, roles and responsibilities of Peace Corps staff and collaborating personnel and, finally, an explanation of required program documentation.

Any program activity must fit into the overall purpose and mission of the Peace Corps as described in the Peace Corps Act. Part of Peace Corps' mission is to work together with host country agencies to design and implement projects with mutual goals. Secondly, the activity must address the host country's own goals and programs in such a way that the host country will help support and guide the program. A third consideration is that the program requires and fulfills a role for the skills that Peace Corps Volunteers have to offer. Finally, programs developed by the Peace Corps and host country agencies should meet certain criteria for projects.

Peace Corps may become involved in development activities if projects have goals and objectives that 1) lead to increasing local capacities to meet basic needs, 2) seek lasting solutions to problems, 3) rely on local resources, 4) relate to broader development goals, 5) can be replicated, and 6) rely on skills that Volunteers have or can obtain through training.

Following project criteria, a great deal of the IPS discusses the steps crucial to good project-based programming of Volunteers, how to identify and analyze programming opportunities and how to prepare a Problem Statement for each development problem suitable for Peace Corps response.

With these analyses in mind, Peace Corps and the host Ministry officials can sit down together and begin to plan projects. Peace Corps must establish good working relationships with the staff of host country Ministries to ensure that projects continue to receive the full support and interest of the host country government. Establishing good relationships can be the single most important factor in the success of a project. Together, Peace Corps and the host Ministry must reach agreement on all matters pertaining to the program development. Both parties must agree on the breakdown of responsibilities towards the program, including such matters as financing the project, request and recruitment of Volunteers, training, assignment, supervision and responsibilities of Volunteers, and so on. If possible, Peace Corps and the Ministry should develop a written Ministry Program Agreement that details all of the agreements reached between the two agencies on the program or project.

Once agreement has been reached between the Peace Corps and the host Ministry on which project to develop, the next step is to determine the project goals. Defining the goals of a project should follow logically from the problem statement. The setting of goals involves weighing alternative solutions, strategies, points of intervention, and desired outcomes. Peace Corps development projects should have goals aimed at bringing about an observable improvement in people's well-being and establishing a process of change. Most projects will have two kinds of goals -- production goals and capacity goals. Production goals, which are verifiable through measurement, can be stated in terms of numbers of farmers trained, bushels of crops grown, and so on. Capacity goals are verifiable by observation; a cooperative begins to purchase equipment for its members, then loans it out to others in the community as needed. Capacity goals are not always stated, but are part of Peace Corps' programming criteria, and as such should be referred to specifically when determining project goals.

When the project goals have been specified, the project team should decide whether or not to proceed with the project as planned. If the decision is made to proceed, then the remaining steps in project planning may be taken. If the decision is made not to proceed, the team may go back and analyze the problem area and reach new project goals, or the project may be rejected in favor of another, better project.

After project goals are set, the project objectives can be outlined. Project objectives are more specific and narrow in scope than goals, and set the framework for project responsibilities. Project objectives lead to a task analysis which is used to determine what skills Volunteers will need in order to participate in the project.

After project objectives have been set, the remaining steps in planning a project may be taken. The following steps include determining the full range of Volunteer assignments, conducting the task analysis, determining Volunteer skill levels, estimating project and Volunteer support needs, developing the Project Plan, conducting site surveys, and project management.

A look at the need for evaluation procedures to be built into all projects to allow programmers to determine if projects are fulfilling program goals and the need for clear definitions of roles and responsibilities of all Peace Corps and collaborating personnel round out the Integrated Programming System. A glossary of programming terms and a brief bibliography are also included. The list of tables and the appendices contain worksheets, checklists and sample documentation.

PEACE CORPS INTEGRATED PROGRAMMING SYSTEM

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I. THE DEVELOPMENT PROCESS - LESSONS FROM THE PAST

To better understand the rationale for Peace Corps' development philosophy and programming approaches, one should consider the evolution of international development in the recent past and the lessons learned.

A. THE EVOLUTION OF DEVELOPMENT ASSISTANCE

Development as a concept and activity began following World War II and focused on the reconstruction of economically developed nations devastated by war. The Marshall Plan and the Reconstruction Bank (now World Bank) used top-down planning and macro-economic concepts to focus on rebuilding capital intensive industries and infrastructure in Europe. By the end of the 1950s, as reconstruction efforts were completed, development institutions began to look at underdeveloped countries whose needs for "development" implied creating or strengthening their industrial bases.

The predominant development philosophy of the 1960s was to increase each country's gross national product (GNP) via rapid economic growth. Industrial development was to come as a result of massive outside loans and large-scale projects. Import substitution and export production was thought to be a means of raising the GNPs, stimulating economies, creating new jobs, and creating new project demands. It was believed that increased incomes and their subsequent benefits (jobs, education, health facilities, etc.) would eventually "trickle down" from the wealthier urban areas to even the poorest rural areas.

While the 1960s emphasized developing strong industrial bases as the approach to development, by 1973 there was growing concern that the approaches of the past two decades were ineffective. Massive poverty levels around the world worsened. A major study by the World Bank showed that after 20 years of development efforts,

> "... a full 40% of the world's population, or 800 million people, still survived on less than 30¢ a day, in conditions of absolute poverty ... conditions of life so limited by malnutrition, illiteracy, disease, high infant mortality, and low life expectancy as to be beneath any rational definition of human decency."

The lesson was that economic development was something more complex than merely increasing GNPs. Development up to this time had focused on urban areas and perhaps 15% of the populations, bypassing as much as 85% of the populations. "Dual" economies were developing between wealthy minorities and poor majorities. Without development emphasis on the rural poor, there existed a sense of helplessness, with hopeless poverty and massive unemployment. This situation caused mass migrations into metropolitan areas, the breakdown of family units, and the lessening of potentials for rural development. Cities became overloaded and unmanageable.

It became clear to many that the causes of poverty were not totally based on such things as GNPs, macro-economics, lack of natural wealth, lack of capital, or insufficient infrastructure. The primary causes of poverty lie in deficiencies in education, organization, and discipline. "Economic growth with social equity" became the challenge for the development institutions. The basic human needs (health/nutrition, water supply, food production, knowledge/skills, economic development/income generation, energy/conservation, and housing) of more than 800 million people became the focus. Development specialists modified their emphasis from "top-down" types of assistance (capital infusion to governments) to a mixture including "bottom-up" or micro-social/economic methods (helping people at the grassroots level meet their basic needs. Peace Corps has been employing this principle since 1961 in most of its projects.

The Peace Corps Act was amended to include the phrase "... meeting the basic needs of those living in the poorest areas ..." and by the late 1970s, the agency had established project criteria guidelines to assist overseas project developers focus the Volunteer resource in the areas of greatest human need. Projects were encouraged that emphasized using generalist, but trained, Volunteers to work with the poor majority in basic human needs projects that emphasized "capacity building," the creation and maintenance of programs and institutions aimed at providing continuing self-help.

The social and economic development lessons of the late 1970s apply today, with increased emphasis on rural economic development. Because of the turbulent changes in the world economy and the world recession in the early 1980s, specific economic strategies which once had national and governmental focus are now being expanded to include more private sector productivity in non-urban areas. The problem being addressed is how to bring vitality to economic life outside the big cities, in the small towns and villages which still contain 50-60% of the total population.

Thus, for Peace Corps, as well as other development agencies, projects are being designed that promote local economic development and self-sustaining productive capacities at the community level. As basic needs are being attended to, the creation of work opportunities is the next apparent step towards national development. Creating and promoting self-sustaining programs is one way that Peace Corps can fulfill a primary goal - working itself out of a job.

B. PROGRAMMING CHALLENGES FOR TODAY

Past experience has shown that development problems are extremely complex and can differ drastically among countries and over time. However, 35 years in development has led to the following conclusions:

- Development projects should focus on directly improving the lives of the poor majority and their capacity to participate in the development of their communities and their countries.

- Development projects are most successful when (a) basic needs are met, (b) human resources are developed, (c) there is maximum employment, (d) there is equitable distribution of income and wealth, and (e) activities focus on rural as well as urban areas.

The world has changed substantially since 1961 when Peace Corps began. In many ways, Peace Corps is better prepared to face the future than ever before. It has 25 years of experience to look back upon. It has learned and will continue to learn from this experience. Certainly the challenge of poverty and ignorance is greater in the mid-1980s than it was in 1961.

Peace Corps has developed the Integrated Programming System (IPS) to provide programmers and planners with the tools they need to meet the challenges of today. Specifically:

- Programmers must understand the nature of development and its processes. The integrity of Peace Corps as a development institution rests on each programmer's understanding of the nature of development, host country development needs, the Peace Corps resource, and the process of carefully developing, implementing, managing, and evaluating projects;

- Programmers must work to limit the variety and number of projects in each country as Country Directors establish fewer and tighter priorities. Numbers of slot-filling assignments should be reduced while expanding the number of assignments in major projects;

- Programmers must work to refocus certain current projects and/or develop new ones that truly work to improve the lives of the poor majority of people in the areas of basic social needs and local economic development; and

- Programmers must work to ensure that projects have both production goals and capacity goals leading to observable improvements and lasting solutions, and that these projects are thoroughly documented via the Project Plans, throughout the life of the project.

To design workable projects, programmers must also understand the purpose and mission of Peace Corps and how Peace Corps can be integrated into overall development planning in each host country.

II. THE PURPOSE AND MISSION OF PEACE CORPS

Peace Corps is an organization that focuses on human development, using Volunteers from the United States in a project-based, grassroots, people-to-people approach in a wide range of development activities around the world.

A. DECLARATION OF PURPOSE

The Peace Corps Act is the umbrella declaration of purpose that gives life to all Peace Corps activities worldwide. It is the basis for Peace Corps' development philosophy, and its interpretation gives the impetus and focus to all subsequent programming activities.

THE PEACE CORPS ACT

> "The Congress of the United States declares that it is the policy of the United States and the purpose of this Act to promote world peace and friendship through a Peace Corps, which shall make available to interested countries and areas men and women of the United States qualified for service abroad and willing to serve, under conditions of hardship if necessary, to help the peoples of such countries and areas in meeting their needs for trained manpower, particularly in meeting the basic needs of those living in the poorest areas of such countries, and to help promote a better understanding of the American people on the part of the peoples served and a better understanding of other peoples on the part of the American people."
>
> Declaration of Purpose
> The Peace Corps Act, as amended
> September 22, 1961

B. MISSION OF PEACE CORPS

Peace Corps actively and substantially works together with host country agencies to design, implement, monitor and support development projects whose goals are mutual. Peace Corps programmers may use project teams in this process and encourage inter-agency collaboration in an effort to strengthen personnel, material, and fiscal support (for an explanation of project teams, turn to p. 127).

As a general principle, Peace Corps involves itself in projects that utilize groups of Volunteers working with counterparts to solve problems. It discourages placing Volunteers on an individual basis outside of a larger-scale program.

Peace Corps may become involved in development activities if projects are designed with goals and objectives that: (1) lead to increasing local human capacities to meet basic needs; (2) seek lasting solutions to problems; (3) rely principally on local human, material, and technological resources; (4) relate to broader country development goals; (5) can be replicated throughout an area or country; and (6) generally rely on Volunteer skills that may either be readily recruited or provided through skill training.

Project beneficiaries should (1) be among the needy, living in poor areas; and (2) consider the project relevant and therefore be involved in all phases of its development, implementation, and evaluation.

Peace Corps Volunteers will generally (1) work at the level where the needs occur, and (2) will at no time be placed in jobs that displace employable host country nationals.

Volunteer assignments are designed to promote locally self-sustaining solutions to problems and foster greater cross-cultural understanding. Volunteers work to share their skills, knowledge, attitudes and technologies; to promote self-reliance and economic self-sufficiency; and to increase the productive capacity of host country people to meet their own needs.

III. PEACE CORPS PROGRAMMING OVERVIEW

A. PERSPECTIVE

In planning any Peace Corps program, there are four basic parameters to be considered. First of all, any program activity must fit into the overall purpose and mission of the Peace Corps as described in the Peace Corps Act Secondly, the activity must address the host country's own goals and programs in such a way that the host country will help support and guide the program throughout its life. A third consideration is, of course, that the program requires and fulfills a role for the skills that Peace Corps Volunteers have to offer, and that these Volunteers complement rather than replace qualified host country nationals. And finally, programs developed by Peace Corps and the host country agencies should meet most, if not all, of the criteria for projects as outlined later in this section.

These four program parameters represent the major philosophical basis of Peace Corps programming overseas, and do not change over time. These have been and will continue to be the basis for most Peace Corps activities.

B. PROJECT-BASED PROGRAMMING

There is a continuing Peace Corps emphasis on project-based programming of Volunteers as an alternative to placing Volunteers in unrelated two-year assignments. This approach has been adopted in response to better understanding that "national" development may have greater potential when groups of development workers address similar problems throughout regions of a country for expanded periods of time.

Currently, in many Peace Corps countries, Volunteer activities focus largely on education programs, "omnibus" programs, or various forms of "slot-filling" assignments. Programmers are encouraged to take interim steps to slowly change (when and where possible) future Volunteer activities into "project-based" programs. By analyzing and monitoring current projects or Volunteer assignments and by thoroughly understanding the programming steps, project-based programs can be developed.

RATIONALE FOR PROJECT-BASED PROGRAMMING

1. Even though Volunteer and staff assignments range from 24 to 30 months, Peace Corps' development assistance must be seen in longer time frames. Volunteers should be placed in roles which have a long-range developmental context, purpose, and group impact. Longer range efforts have greater potential to lead to lasting solutions.

2. From a Peace Corps management point of view, project-based programming uses a larger number of Volunteers in fewer projects. This is beneficial and recommended because it

reduces the likelihood of dissimilar, unrelated placements with their implicit demands on recruitment, pre-service training and Volunteer support. Three large projects, rather than 12 small projects, may be easier to manage and definitely have greater impact potential.

3. Projects could concentrate on major areas of development need with fewer skill groupings of Volunteers. This allows Peace Corps to become more technically proficient in a few key areas of development and does not "water down" Peace Corps' ability to design projects and support Volunteers.

4. The long-term mutual commitments implied in project-based programming can lend increased stability to projections of Volunteer requirements and support resources, with Peace Corps in-country program management becoming more rational and simplified.

C. COLLABORATIVE PROGRAMMING

Over the past twenty years, Peace Corps has developed a wide variety of mutually beneficial relationships, primarily with private voluntary organizations (PVOs), such as CARE and Oxfam, and with public sector development assistance agencies, such as USAID and various United Nations organizations.

Most of these relationships have been built through the local programming activities of Peace Corps staff in individual host countries. These programming arrangements place Volunteers in projects developed and primarily maintained by PVOs and international development agencies under the authorization of a host agency.

Relationships are also being expanded with the private sector in the U.S., and are focusing on enhancing public awareness, recruitment and technical support for Peace Corps programming and training efforts overseas.

Peace Corps staff are encouraged to explore opportunities with international development agencies and private voluntary organizations. The size of the collaborative undertaking is not a determinant of success. The real challenge is in maintaining strong support for the collaborative effort while preserving the separate and distinct identities and philosophies of each of the institutions involved.

DESCRIPTION OF COLLABORATIVE RELATIONSHIPS

1. In both types of collaborative programming efforts (overseas or U.S.-based), Peace Corps has either a direct relationship with one other organization that funds and facilitates the development activity, or with two or more organizations, with one acting as the funding organization

(i.e. USAID) and others acting as the development facilitator (i.e. CARE).

2. Peace Corps shares with private voluntary organizations the ability to work on a "grassroots" level. The grassroots approach has encouraged such programs as U.S. AID, for example, to make at least 12-16% of its development assistance funding available to PVOs. These PVOs then turn to Peace Corps as a source of personnel for their development projects, which should be consistent with Peace Corps Programming Criteria.

MODELS FOR COLLABORATIVE PROGRAMMING

1. There are many models for collaborative programming because efforts depend upon the source of the initiative, the country, the participants, and the nature of a given situation. The variety possible in collaborative efforts is an opportunity as well as a challenge:

    - The opportunity is that a high degree of creativity can be brought to the programming process;

    - The challenge is to develop a program which satisfies the needs of all those who are part of the effort; the cooperating agencies and the host country beneficiaries. A special challenge is to assure that Volunteers do not lose their Peace Corps identity and merely become part of the contract labor of the donor agency.

2. There are a variety of ways in which agency collaborative programs take place:

    - AID or another major development organization can act as the initiator and catalyst for a development project under the sponsorship of a host ministry. Often, AID-funded PVO development projects request Peace Corps Volunteers to be program resources;

    - Peace Corps can act as the initiator when project concepts are developed, but when the host country agency cannot supply all necessary funding or infrastructure, PVOs and other donor agencies can be considered for their potential as project resources;

    - Peace Corps Volunteers can also act as initiators. Often Volunteers will develop pilot projects that are approved by the host country agency and fit within Peace Corps Programming Criteria. After successful pilots have been demonstrated, collaborative efforts may allow for project replication;

- Private voluntary organizations often help Peace Corps Volunteers. Some, under formal and informal arrangements with Peace Corps/Washington, serve as resources to Volunteers worldwide, providing books, materials, resource linkages, and in some cases, small amounts of project funding.

3. There are specific AID resources for collaborative activities that Peace Corps can tap into. For example, AID has several program funding models for small projects which permit quick response to community-level development initiatives. These "fast-funding" mechanisms, as they are called, include the Special Development Activity Fund (SDA) used primarily in the Latin America/Caribbean Region, the Accelerated Impact Program (AIP) in the South Pacific, and the more recent Small Project Assistance Program (SPA) which operates in countries where both AID and Peace Corps have programs.

D. PROJECT EVOLUTION

A project is a time-phased undertaking between Peace Corps and host country or sponsoring agencies. Groups of Volunteers and other project participants work towards solving an identified problem. As the project evolves, there are often distinct phases requiring a sequence of objectives, and a mix of Volunteer assignments and skills over time.

Most projects should have a projected life beyond the usual two-year Volunteer tour. An example of project phasing might be as follows:

Integrated Agriculture Development

1. A project may begin with a first generation of Volunteers involved with co-workers in conducting baseline studies of various communities and working to develop community organizations for agricultural development in these areas.
2. A second generation of Volunteers may be involved with co-workers in agriculture extension activities developing gardens and related nutrition education.
3. A third generation of Volunteers might work with co-workers to assist in development of cooperatives, agriculture marketing systems, etc.

E. "REAL" VS "IDEAL"

While Peace Corps attempts to be sensitive to the "real" versus the "ideal" worlds of development programming, all comments in the IPS cannot always be applicable to each country's development situation. The intent is to merely bring together the most successful institutional concepts, systems of procedures and documents used in Peace Corps today. If you are working as a program developer or manager, use the system and modify the procedures (not the documents) to fit your own in-country development situation.

Accepting the reality of in-country situations doesn't preclude the need for institutional criteria in project development. These are discussed before the actual programming steps are presented.

IV. PROJECT CRITERIA

A. INTRODUCTION

In developing a new or improving an existing Peace Corps project, specific project criteria should be met. If the majority of these projects show that they do not meet these broad criteria, they should not be pursued unless there is ample justification and Regional approval.

The two categories of project criteria are (a) consistency of program and projects with Peace Corps' basic development philosophy and host country need, and (b) extent to which program and projects are feasible for Peace Corps and likely to receive required resources.

It is fully understood that the majority of Peace Corps' current programming activities abroad focus on continuing projects, and that many of these projects are associated with education and direct services. As these projects evolve, expand, and adjust over time, and as new projects are developed, focus should be placed on meeting the following project criteria:

REFLECTING PEACE CORPS DEVELOPMENT PHILOSOPHY AND HOST COUNTRY NEED

1. Project increases local capacities
2. Beneficiaries are among the needy
3. Project seeks lasting solution
4. Beneficiaries are part of the project development process
5. Project uses locally available resources
6. Volunteer assignments are at local levels where needs occur
7. Volunteers do not displace qualified and available local workers
8. Project is complementary to other development activities
9. Project has potential for replication

REFLECTING RESOURCE AVAILABILITY

1. Types and numbers of Volunteers required reflect available applicant pool
2. Local Peace Corps operations have staff and resources to support project and Volunteers
3. Host agencies have staff and resources to support project and Volunteers

B. CRITERIA REFLECTING PEACE CORPS' PHILOSOPHY AND HOST COUNTRY NEED

1. The Project Seeks to Increase Local Capacities:

Peace Corps' programs and projects should, as much as possible, directly contribute to increasing their beneficiaries' capacity to meet essential requirements for basic needs and a better life.

The basic needs to be addressed include freedom from disease; adequate quantities, qualities and varieties of food; access to disease-free potable water supplies; adequate protection from the elements; access to the knowledge and skills required for self-maintenance and self-development; and an environment that contributes to personal health and well-being.

2. The Project Beneficiaries are Among the Needy:

Project beneficiaries should be members of the poor majority or other groups which may lack full participation in the economic process, such as women, children, people in under-served geographic regions, or the mentally or physically handicapped.

Although Peace Corps legislation targets the "poorest areas of the country," this sometimes may not be possible due to the severe lack of resources to support the project. There may be times when, for leverage or project impact, Peace Corps will assign Volunteers to other than the poorest areas.

3. The Project Seeks a Lasting Solution:

Peace Corps program objectives should not prescribe short-term intervention by Volunteers intended to make poverty and deprivation only more bearable. Rather, goals and objectives should focus on the alleviation or elimination of destructive conditions over the long term.

Peace Corps projects and activities should be directed at helping people acquire the skills, knowledge, practices, and resources which will facilitate the improvement of their living conditions. Projects should be efficient; they should target groups (e.g. by economic level, gender, age, etc.) who are involved in and can have impact on the causes of the problem.

Peace Corps project objectives and goals may include the development of institutions, training manuals, and other materials that will impact on even greater numbers of beneficiaries. This is the important multiplier effect.

4. **The Beneficiaries are Part of the Project Development Process**:

Peace Corps experience shows that programming ideas can develop first at the village level as well as at the national level. Projects are often more successful when beneficiaries perceive a problem and participate in the formation of a development project to solve it. They are also more likely to become involved with the implementation of the project, which builds self-help capabilities.

5. **The Project Should Rely Principally on Locally Available Resources**:

Too frequently, development programs have been designed which depend on high technology, advanced skills, or imported, expensive, or scarce materials. These resources often cannot be obtained, maintained, or relied upon over the life of a development effort.

Effective solutions are those which provide direct economic improvements that beneficiaries or agencies can sustain and replicate. These solutions should decrease dependence on external contributions by relying on local materials, people, and appropriate technologies.

6. **Volunteer Assignments are at Local Levels Where Needs Occur**:

The more directly a Volunteer's assignment relates to identified needs, the more the effort is likely to have the desired effects.

Peace Corps Volunteers can strengthen the attainment of the desired goals of host agencies by taking such programs directly to the people, where the need and interest at the local level has been clearly acknowledged.

7. **Peace Corps Volunteers Do Not Displace Qualified and Available Local Workers**:

Volunteers should not displace host-country nationals.

8. **The Project is Complementary to Other Development Goals**:

Development problems cannot be treated effectively in isolation. Peace Corps should assist in the integration of development activities. (Crop production increases may be nullified if marketing channels do not exist or if storage facilities are inadequate. Gains from nutrition programs may be limited if related diseases are not being controlled or prevented).

Peace Corps can and should provide leadership in identifying joint programming opportunities and in constructing bridges between cooperating agencies, including private, public, bilateral, and multilateral donors.

9. The Project has Potential for Replication:

For a program or project to have significant development impact, it should be replicable within the country, receive reasonably large exposure, and be transferable to other situations where significant numbers of people are affected.

Whenever possible donors and recipients should consider projects which utilize larger numbers of similarly trained development workers and Volunteers so that they are replicable and more cost effective.

By including the preparation of manuals on the technology used as part of the project design or as an outcome of the field experience, the project's replicability can often be enhanced. These manuals can then be provided to other Peace Corps programs and organizations which might be involved in related programs or projects.

C. CRITERIA REFLECTING RESOURCE AVAILABILITIES

1. The Types and Numbers of Volunteers Requested for the Project Represent and Reflect the Available Applicant Pool:

Programmers must be aware of the limitations of Peace Corps' applicant pool and make every effort to program trainee requests that will efficiently draw on those applicants with readily available skills. Peace Corps/Washington provides the field with a variety of information defining the applicant pool, e.g., Trainee Available Profiles, Placement hints for Programmers, routine TAC submission comments, and Quarterly Trainee Request Summary (QTRS) Trainee fill data.

Most trainees will require some technical skill training and all trainees will require at least a thorough orientation to the realities of practicing their skill in the context of a development program.

2. Peace Corps Country Operations Have Staff and Resources to Support the Program, Projects, and Volunteers:

Program and project feasibility is clearly affected by the availability of Peace Corps staff resources. Where specially skilled staff are needed, program and project size should be large enough to justify their presence.

3. The Host Agency and the Host Community Have Sufficient Personnel and Resources to Support the Program, Projects, and Volunteers:

Care should be taken to ensure that host country personnel (supervisor, co-workers, counterparts, etc.) and support materials, equipment and other resource needs are identified and verified. Generally, the more resources the host agency and/or community commits to a project, the more investment they will have in its success.

V. IDENTIFYING BROAD PROGRAMMING OPPORTUNITIES

A. INTRODUCTION

Within each country in which Peace Corps operates, there is a wide range of opportunities for programming. Because of their knowledge of and experience in the country, APCDs usually are asked to identify these opportunities for Peace Corps involvement. Whether Peace Corps is planning a new project or program, or analyzing an old one to seek ways to improve it, the APCD is really a catalyst for these changes. The APCD sees both sides of the issue; with an understanding of both the status of the host country, and the mission of the Peace Corps, APCDs can determine whether or not Peace Corps should be part of a broader development effort, and how this can be achieved.

The first step in identifying broad programming opportunities is information gathering. Sources include the current Five Year Development Plan of the country and studies by the United Nations, U.S. AID, PVOs, and other organizations involved in development, and talking directly to host country officials, local leaders, and PCVs. The information gathered can be used to identify, categorize and rank the problems of the country in such a way that Peace Corps can determine what role Volunteers may play in the country's development.

The first step is to identify broad programming opportunities from the problem areas indicated by the APCDs in the review process described above. Not all major needs or development problems are compatible with Peace Corps' purpose and mission. The format appearing below is one approach to laying out this initial problem analysis, which will be used in later steps.

B. PRELIMINARY PROBLEM ANALYSIS WORKSHEET

<table>
<tr><td>PRELIMINARY
PROBLEM ANALYSIS WORKSHEET</td><td>SECTOR:</td></tr>
<tr><td colspan="2">PROBLEM STATEMENT: (Brief statement of problem, its scope, cause, and consequences.)</td></tr>
<tr><td>FACTORS FAVORING PEACE CORPS INVOLVEMENT</td><td>FACTORS WORKING AGAINST PEACE CORPS INVOLVEMENT:</td></tr>
<tr><td colspan="2">CONCLUSIONS:
Appropriate for Peace Corps: ___ Yes ___ No
Feasible for Peace Corps: ___ Yes ___ No
Summarize Program Opportunities and Implications for the Country Strategy:</td></tr>
</table>

The "Problem Analysis Worksheet" includes: (1) a simplified summary of the problem, including basic facts and figures for clear illustration; (2) a listing of the factors for and against Peace Corps involvement; and (3) a concluding statement which summarizes potential programming areas and levels of involvement.

The major considerations are whether Peace Corps' involvement in this need area is: (1) appropriate in terms of Peace Corps Programming Criteria; (2) feasible in terms of Peace Corps' ability to recruit and train for the skills needed; and (3) feasible in terms of potential host agency support. Also, consider the potential availability of local or outside program assistance. Results of the Country Program Review-Monitoring system will add information to help make this determination.

Each programming option should have its own "Preliminary Problem Analysis Worksheet." These will be used for later analysis when actually designing new or improving existing projects.

C. ANALYSIS OF PEACE CORPS PROGRAMMING OPPORTUNITIES

Programmers should, at this point, have a series of "Preliminary Problem Analysis Worksheets" that identify major problem areas suitable for Peace Corps' further analysis. The next step in project design is to conduct a thorough analysis of each identified problem area within which Peace Corps could most likely work.

In development programming, it is critical to analyze the causes of identified problems thoroughly before solutions and projects can be considered. Failure to understand the full ramifications of the causes of each problem has, in the past, frequently led to wrong assumptions, and finally, to project failures.

1. Collecting, Analyzing and Verifying Information

For each of the problem areas in the "Preliminary Problem Analysis Worksheet," develop a plan for collecting and analyzing the various kinds of information (hard data, opinions, observations, etc.) needed to conduct a thorough analysis. The steps are to:

- identify the appropriate information sources (studies, census or natural resource data, specialized experts, community groups, PCVs);
- develop an information gathering plan, including a schedule for collection and the instruments or techniques to be used (surveys, informal discussions, interviews);
- collect information, checking for gaps, contradictions, or unexpected findings; and

- sort and organize the information to make it useful for problem analysis, grouping it according to causes, contributing factors and/or consequences.

It may not always be possible or necessary to begin with problem analysis, depending on the history of the project and the ongoing development activity in the target area. Donor agencies may have articulated the problem in a certain way and begun work to solve it. In this case, Peace Corps may just verify the existing perception of the problem by:

- checking the reliability of sources already used in problem formulation;
- checking to see that all causes (social, economic, natural, cultural, etc.) have been accounted for; and
- checking to see that the problem is perceived by parties at both national and local levels in a similar manner, especially at the operational level in a community and by the people managing the project.

2. Defining the Scope and Consequences of the Problem

The information gathered should be used to characterize the problem in terms of:

- the total number of people affected by the problem or conditions and the number of those whom the project will serve;
- indicators of socio-economic conditions (income, family size, average landholding, etc.) which affect involved group(s);
- geographic location of the people affected by the problem;
- standards by which the problem is measured (these may be national standards or goals such as minimum acceptable crop yields, declining rates of infant mortality, or international standards regarding disease control, milk production, etc.);
- the effect of the problem on subgroups of special concern, such as women and children, tribal groups, etc.;
- the cultural and environmental consequences of the problem; and
- whether the problem is a local, regional, or national priority for host country people and organizations.

Finally, the problem must be considered in terms of whether the conditions, or at least the major causes, can be positively changed through the involvement of Peace Corps Volunteers in a joint project. If the answer to this question is yes, then the process of analyzing the problem should continue. If the answer is no, staff should put the problem aside and move on to the next problem area.

3. Examining the Causes of the Problem

The identification of causes or contributing factors underlying a problem will often set the stage for the type of project to be developed. Causes are often interrelated. For example, a high incidence of disease may be caused by a combination of poor seasonal nutrition, lack of knowledge of good feeding or food preparation practices, and inadequate housing. In addition:

- The perception of a problem's causes may be quite different at the national and local levels. By highlighting the causes as they are viewed locally, the Peace Corps programmer maximizes the chances of effective Volunteer entry and performance;
- Understanding the relationships among causes may provide the basis for sequencing objectives and activities (for example, it may be necessary to improve the seasonal availability of food before nutrition education can take hold); and
- Some causes of a problem may be beyond the scope of a project (for example, pricing policies for food crops, land tenure systems, etc.) The programmer should consider their effect on the project, as well as the likelihood of change, as the project progresses. These factors may directly affect the project's chances of success.

D. FORMULATION OF THE PROBLEM STATEMENT

The last step in this analysis is to formulate a Problem Statement for each development problem suitable for Peace Corps' response. The Problem Statement should define the situation that needs to be changed (going beyond stating a fact) and clearly present the undesirable state of affairs which exists. It should be clear, concise, and understandable to the layman without using obscure technical terms or jumbling the problems, causes, and consequences together. The Problem Statement should directly state:

- what the problem is;
- the scope of the problem;
- the consequences of the problem; and
- the causes of the problem.

The problem statement formulation should be consistent in scope with the project level of development work, rather than describing a national condition which needs to be treated by large-scale programs.

The "Problem Statement Worksheet" below offers a format for formulating each problem statement that Peace Corps wishes to consider working with.

PROBLEM STATEMENT WORKSHEET	SECTOR:
	PROBLEM TITLE:
1. What the Problem is:	
2. Scope of the Problem:	
3. Consequences of the Problem:	
4. Causes of the Problem:	

VI. SELECTING PROBLEM AREAS FOR PROJECT DEVELOPMENT

A. INTRODUCTION

As a result of conducting the Problem Analysis and developing a series of Problem Statements, programmers should have identified problem areas suitable for Peace Corps response.

The next programming step is to conduct a further assessment of each problem area: to consider the social, behavioral, cultural, organizational, political and environmental aspects of each problem. This type of assessment helps the programmer consider the pros and cons of various strategies for Peace Corps involvement.

If one or two projects are to be developed out of a variety of problem statements, this assessment process will help set priorities. Project areas which rank high on all feasibility studies should be considered priorities for action within the sector. In the case of conflicting outcomes in the assessments, preference could be given to those project strategies which are most consistent with national, regional, or sectoral goals and Peace Corps Programming Criteria.

B. FEASIBILITY ASSESSMENT

Before projects are considered, selected, and goals set, general background feasibility assessments of each Problem Statement should be conducted to provide the programmer with data necessary for decision making.

Content of each assessment area can be determined by individual programmers, but the following will demonstrate useful categories.

1. Socio-Cultural Feasibility - Social and cultural factors have often been overlooked or inadequately considered in project development. Programmers should consider such factors as cultural patterns and mores that may affect projects. What are the basic attitudes, skills, and understanding of potential implementers and beneficiaries? How do target groups accept change and innovation? How are individuals and groups organized and how do they work together? How do sex and age groups make decisions and how do they "buy-in" to an idea? Are the identified problems perceived and identified by national planners or are the perceptions of the beneficiaries considered? Are there social and cultural issues that reflect who makes decisions, who does the work, who can teach and who can learn, who determines priorities and needs? Are there historical factors or experiences that limit possible project approaches? Are there cultural assumptions, value systems, attitudes, beliefs, and ideas that may be in conflict with project strategies and/or project goals? What other social and cultural factors can

influence possible project approaches? What resource people can help make these determinations?

2. **Organizational Feasibility** - Organizational or institutional analysis deals with seeking the appropriate type and level of organization (formal or informal) needed to carry out the project. Programmers need to learn of the types and variety of groupings of peoples, local private institutions, governmental institutions, and the actual beneficiary attitudes and experiences with these organizations.

   In an agriculture project, for example, project involvement could be via individual farms, cooperatives, farmer associations, credit unions, women's groups, Ministry of Agriculture units, agriculture extension services, school gardens, etc. What determines institution selection might include understanding the sponsoring agency's structure and requirements, the historical experiences of development projects within each of the types of institutions, target group attitudes regarding the institutions, and so on.

3. **Political Feasibility** - Where political policies and practices come into serious conflict with potential project objectives, project implementation can be difficult. In some projects, well into the implementation stage, programmers realize that the local government system can be unfriendly and even hostile to project objectives. Perhaps national priorities and local contexts are in conflict with each other. Be mindful of the need for a combination of local government support, civil service assistance, and public works/infrastructure support during the project design and implementation stage. The need for political support can be as critical as support from the ministries responsible for the delivery of services. Programmers should check that enabling legislation shows government intent to carry out certain development activities. Check also political support at all levels to identify actual or potential problems before project authorization. Political leaders can be concerned about the impact on employment: the total number of people to be affected, their skills, and the areas from which they come.

4. **Environmental Feasibility** - Often, development projects are linked to specific environmental issues, such as the development of new water resources to be tapped in an irrigation scheme, or the introduction of a new seed or hybrid animal for food production. Programmers must consider the potential impact upon the environment from these projects as well as the constraints the environment itself will put upon the projects. Will the development of a new water source result in improved crop production,

or in the drop of water levels in adjacent village wells? Will the introduction of an improved chicken breed result in increased egg and meat production, or will the new breed harbor an insect which destroys an important crop? Any project that has an impact upon the environment, however small, must be analyzed to make sure potential hazards are considered during the planning stage. By law, most U.S. development assistance projects must include an environmental assessment of some kind before the project is approved. Peace Corps programmers may benefit from undertaking such an analysis for projects that seem questionable from an environmental standpoint.

5. Financial Feasibility - Financial analysis must provide answers to questions of estimated project costs and revenues. What funds will the various project approaches need to operate; where will these funds be secured? What, if any, is the estimated profit of the operation? If individual farms or other producing units are involved, will the income per unit be sufficient incentive to produce? Financial analysis should reveal, first, the amount of money needed to bring a project into operation and the sources from which the money is to be obtained, and second, the probable operating costs of the project.

6. Technical Feasibility - Technical feasibility analysis allows the soundness of the various project approaches to be determined from technical viewpoints. Programmers should consider such factors as project locations, proximity to support services and infrastructure, the scale of project activities, and various requirements such as personnel, material, and financial resources.

7. Managerial Feasibility - Managerial capability is often lacking in development projects at the implementation level. It is important to consider various project approaches that incorporate the training of local staff, with additional attention given to mid-level staff orientation. This is critical for both project implementation and developing self-sustaining capacities after project completion.

With the background information gathered up to this point, programmers can begin to consider various project options and goals.

As the following chapters will detail, final decision on the type of project to pursue will be the product of (a) the problem statement analysis, (b) the feasibility assessments, and (c) the assessment of alternative solutions and goals.

VII. ESTABLISHING RELATIONSHIPS WITH HOST COUNTRY MINISTRIES

A. INTRODUCTION

After Peace Corps programmers have identified problem areas for project development, the next programming step is to establish good working relationships with the appropriate host country ministries. Working closely with Ministry officials is an absolute necessity when designing a new program or redesigning an existing project. Besides offering their cultural insight to the design of a project, a strong working relationship can be the single most important factor in determining the lifespan of a project. However, even before specific designs are discussed, certain issues must be addressed and agreed upon by Ministry officials and Peace Corps Staff.

Peace Corps and its approach to Third World Development may not always be clearly understood by Ministry officials. In this event, Peace Corps Staff should clearly explain Peace Corps' overall goals and objectives, as well as its programming philosophy. Perhaps Ministry officials could be given the IPS to read as background material on Peace Corps and its programming standards. At the same time, the Ministry is given an opportunity to explain to Peace Corps the country's plans for development in the programming area under discussion, where the need for help is greatest, and in what area the Ministry feels Peace Corps Volunteers would be most effective. This is a good time for the Ministry to designate people to be part of the project team.

The request for and placement of Peace Corps Volunteers should be a joint venture between Peace Corps and the host country Ministry. At this point, Peace Corps staff should be very specific and realistic as to the qualifications of the Volunteers available for projects, and as to the numbers of Volunteers the Ministry is likely to receive. Ministry officials should be realistic as to the qualifications of the Volunteers they request as well as to the numbers of viable jobs that exist. Placement of Volunteers is generally determined by the Ministry in discussion with Peace Corps staff. Once sites are chosen, Ministry officials are responsible for notifying local officials at the proposed sites, informing them of the PCVs' arrivals and specific assignments.

Another important issue is the Government's commitment to the project. A willingness to share responsibilities and/or costs is usually a reliable indicator of such commitment. Providing the project with materials and supplies, counterparts, supervisors, vehicles for transportation and housing for Volunteers are all examples of how Ministries can demonstrate their commitment. The need for special equipment and other resources and who will be responsible for providing them should also be discussed at this point. The Ministry and Peace Corps should discuss ownership of such equipment, who will be responsible for maintenance and repair, and who will have access to it and when. Contributions to a project through Peace Corps' Partnership Program or Small Projects Assistance (SPA) program are possible only through the formal request of a PCV. Other third party funding and in-kind donations also should be discussed, to avoid any possible misunderstanding or conflict of interest.

B. THE MINISTRY PROGRAM AGREEMENT

One way to ensure that these discussions and agreements are kept is through a document called the Ministry Program Agreement. Although not legally binding, a Program Agreement is a contract that clearly defines the goals, objectives, and strategies of the project. Contributions and individual responsibilities, specific to the project, are also included in the Program Agreement. Such issues as scheduling, selection of counterparts, PCV vacation time, request for consultants and evaluation may also be incorporated in the Program Agreement.

The joint development of Program Agreements enables Peace Corps staff to work closely with Ministry officials and can eliminate any initial misunderstandings that may delay the project. Program Agreements provide information essential to the monitoring and evaluation of Volunteer performance in the project. However, the writing of a Program Agreement is not required for a Peace Corps project to be initiated.

C. RESPONSIBILITY AND AUTHORITY OF AGREEMENTS

The Ministry Program Agreement outlines the cooperative nature of the relationship between Peace Corps and the Ministry, and details mutual responsibilities.

1. The Country Director has the authority to negotiate and sign such agreements with host country ministries pursuant to the terms of the Peace Corps Country Agreement.

2. Ministry Program Agreements need not be referred to Peace Corps Headquarters for prior approval or review, although the Country Director may wish to consult with Washington concerning an agreement which deviates substantially from the recommended format described in this section.

3. In designing the Ministry Program Agreement, ensure that the provisions do not conflict with Peace Corps responsibilities for its Volunteers, their rights under government policies and regulations, and the terms of the Peace Corps Country Agreement.

4. Copies of any Program Agreement concluded with a host country Ministry should be forwarded to the Regional Director, and placed on file with the Country Desk Unit.

D. CONTENT OF AGREEMENT

The content of each Ministry's Program Agreement should vary only slightly from one to the other.

Generally, the content will follow an ordered sequence of sections or clauses including, but not limited to, the following:

1. **Preamble**

Reason for bilateral cooperation between Peace Corps and the host ministry.

2. **Purpose**

Reference to the Country Agreement, Peace Corps Programming Criteria, and host ministry development needs and Peace Corps' response.

3. **Program Development**

Reference to project teams, the mutual project development process, use of the Project Plan, collaboration with other agencies, task analysis, and entry level requirements for Volunteers.

4. **Request for Volunteers**

Reference to how ministry will request Volunteers in writing and the use of the Project Plan and Trainee Assignment Criteria (TAC) Sheets. Timing is emphasized.

5. **Recruitment of Volunteers**

Reference to Peace Corps recruitment procedures, timing, and standards and qualifications for applications.

6. **Training**

Reference to Pre-Service Training concept and content in technical, language, cultural and personal management components. Emphasis is also on Volunteers as qualified at end of training, not before. Use of ministry personnel in in-country training is discussed.

7. **Assignment of Volunteers**

Reference to how sites will be identified, how Volunteers will be placed, and procedures for Volunteer site reassignment.

8. **Supervision**

Reference to day-to-day host agency supervision of Volunteers; supervisor training; and the designation of a Peace Corps Liaison Officer within the ministry and/or at regional or local levels.

9. Responsibilities of Volunteers

Reference to role of PCV; primary technical activities, secondary technical and cultural activities.

10. Accommodations

Reference to who will provide Volunteer housing and how it will be arranged.

11. Living Allowance

Reference to settling-in allowance, living allowance and what part of each (if any) will be provided by the ministry.

12. Transport

Reference to Peace Corps provided transport (international and to/from site) and ministry provided job-related transport.

13. Leave

Reference to Volunteer leave; need for written authorization from host supervisor; distinction between official annual leave and Peace Corps administrative leave (for group meetings, medicals, trainings, conferences, etc.)

14. Medical, Dental, Hospital Care

Reference to care covered by Peace Corps.

15. Recall and Replacement of Volunteers

Reference to procedures for ministry or Peace Corps recall, reassignment, and/or replacement of Volunteers.

16. Project Monitoring and Evaluation

Reference to mutual design of monitoring activities; Peace Corps monitoring activities (Quarterly Reports, Mid-Service Conferences, In-Service Training, Country Program Review/Monitoring System, etc.)

17. Research/Studies

Reference to ownership of data collected by Volunteers as host ministry's, "How To..." manuals may be sent to Peace Corps' Information Collection and Exchange (ICE).

18. Period of Assignment

Reference to tour of duty, transfers, resignations and extensions.

19. **Extension of Service**

Reference to procedure for Volunteer extensions, criteria for extensions, and timing of requests.

20. **Laws and Regulations**

Reference to working and living in accordance to laws of the USA and host country.

21. **Funding**

Reference to the conduct of the Peace Corps program being subject to the availability of funds.

22. **Other Ministry Responsibilities**

Reference to any other agreed upon roles, responsibilities of the host ministry.

23. **Other Peace Corps Responsibilities**

Reference to any other agreed upon roles, responsibilities of Peace Corps.

24. **Amendments**

Reference to procedure for amending agreement.

25. **Termination**

Reference to termination of procedures, giving 30 days written notice.

E. DISPOSITION OF MINISTRY PROGRAM AGREEMENTS

Once the Ministry Program Agreement is signed and official, copies should be made for APCDs as well as for regional and local ministry officials.

As a result of the Ministry Program Agreement, the Ministry should create a Directive to its operational level staff authorizing specific support at the regional level for Volunteers in authorized Ministry Projects.

The Ministry Program Agreement should become part of each Peace Corps country's standard documentation process. Copies should be given to Volunteers in pre-service training and be placed in General Information Packets for use by programming APCD's for host agency personnel at regional, provincial and local levels.

VIII. SETTING PROJECT GOALS

A. INTRODUCTION

Defining the goal of a project should follow logically from the project team's analysis of the problem; the project goal statement is actually the inverse of the problem statement.

Goal setting involves weighing alternative solutions, strategies, points of intervention, and desired outcomes. The conditions projected for the end-of-project or for the end of Peace Corps' role in a project are described. Both the tangible benefits to people and the capacity-building outcomes are identified.

Once the project team has reached agreement on project goals, the decision on whether or not to fully develop and implement the project should be made.

B. ASSESSING ALTERNATIVE SOLUTIONS AND GOALS

1. Given the complexity of most development problems, there is usually more than one route to a solution. For example, the point of entry for the project Volunteers in an inadequate food supply situation might be through Peace Corps focusing on a food production difficulty, on the need for low-cost grain storage technology, or on the need for health and nutrition education.

   In exploring alternative solutions, the Peace Corps programmer should consider whether:

   - different approaches would be welcomed by (1) the project beneficiaries, (2) the national and/or local government, (3) the private sector, and (4) other development agencies;
   - Peace Corps, the host government, or other development agencies, have successfully (or unsuccessfully) used a particular approach in the past;
   - resources (material, natural, financial, human or institutional) are available in-country and can be mobilized for each project approach;
   - resources and expertise to support the project approach are available in Peace Corps;
   - Peace Corps Volunteers with relevant skills or insights are available either in-country or nearby and are willing to extend for a third year to assist project start up; and

- experience with the available applicant pools indicates that appropriate trainees can be recruited and trained to perform necessary tasks.

In addition, remaining Peace Corps Programming Criteria need to be reviewed, as alternatives are discussed and weighed.

2. "Factor Analysis" is a technique which may be applied at this early stage of project design to help assess possible alternative approaches. Each approach can be put on the chart (below) with helping and hindering factors listed. The individual programmer or the project design team draws on the above considerations, as well as on their analysis of skill and resource availabilities and other considerations regarded as important. This technique helps the team use their various perspectives to pick the best approach. (Appendix A provides a full-size form for use in Factor Analysis.)

3. As in all parts of the programming process, the individual steps seem to jump forwards and backwards. This iterative approach assumes that the further one comes into the sequence of project development, the more the information must be detailed. Thus, preliminary data in the problem statement is eventually expanded and given deeper analysis as project development proceeds.

TABLE 1. FACTOR ANALYSIS WORKSHEET

FACTOR ANALYSIS: ANALYZING ALTERNATIVE PROJECT GOALS	
BRIEF DESCRIPTION OF ALTERNATIVE GOAL OR APPROACH:	
HELPING FACTORS:	HINDERING FACTORS:

C. KINDS OF PROJECT GOALS

1. Development projects should have goals aimed at bringing about an observable improvement in people's well-being as well as establishing an ongoing process of change. The tangible or production activities (providing clean water, establishing village woodlots) are often really means to longer-term goals of enhancing people's motivations for change, and transferring skills in problem-solving.

2. Wherever possible, projects developed by Peace Corps should be explicit in advancing ongoing processes for change, with this included as part of the goal statement, and specified in the Project Plan (explained in detail on page 73).

3. When weighing alternative approaches and formulating goals, the following questions should be considered:

   - How do the alternative approaches relate to Peace Corps Programming Criteria? Which approach not only will provide for immediate community concerns, but also will have long-term implications for development in other communities or for other activities within the same community?
   - What resources need to be specifically programmed to assure that both outcomes occur?
   - If the project is to build or demonstrate a process of change, what impact will this have on the project's expected length? Remember that tangible outcomes may be achieved more quickly than changes in attitudes, the transfer of skills, or the strengthening of institutions.
   - How will the pursuit of these broader goals affect the qualifications, selection, training, and placement of Volunteers?

4. As a result of this questioning, most projects will have two kinds of goals:

   - Production goals, which are generally statistically verifiable (perhaps expressed as yields of crops increased by tons per hectare, number of families provided with improved primary health care, etc.); and
   - Capacity goals, which are verifiable by observation, interviews, and/or by quantitative methods (such as number of persons trained in and performing installation and maintenance of a water supply system; community leaders preparing their own funding

proposals for village improvements; small loan programs for home improvements supported by a national agency and managed by trained local people, etc.)

Capacity goals are generally implicit in projects, but are not always explicitly stated and supported by appropriate resources and training. Capacity-building reflects the implementation of the Peace Corps programming criteria related to lasting solutions, community participation in development, reliance on local resources (both human and material), and potential replication of successful projects. If project designs do not explicitly include capacity-building, but rather assume that it will occur without deliberate planning, the probability is that capacity-building will not be developed and dependence on outside assistance, rather than increased self-reliance, may be the outcome.

D. FORMULATING PROJECT GOALS

1. Well-formulated project goals define the desired status at the end of the project. Goals depict outcomes, results, or changes which occur as a result of host nationals, Peace Corps Volunteers, and collaborating agencies engaging in a project to address an identified development problem. These can be contrasted with objectives which identify en route milestones during the life of the project.

2. Project goals should always:

   - clearly define results or changes (showing how much of the gap will be closed between "what is"--the undesirable existing situation, and "what should be");
   - state achievable results for both production and capacity-building;
   - be time specific, and generally multi-year in length; and
   - indicate how target beneficiaries will be affected by the project.

SAMPLE PROJECT GOALS

By the end of 24 months, Agriculture Production Volunteers will:

1. Double the planting and production of high yielding corn to reach a desired level among a set number of farm families; and
2. Create the operational capacity in local cooperatives and the local agriculture extension agency to expand the program.

3. As stated previously, goal formulation is easiest if the problem analysis and problem statement formulation has been thorough, precise, and focused. Solid goal formulation will greatly facilitate project design.

4. Less helpful goals have the following characteristics. They are:

   - too global in scope, set at the national problem level rather than the project level;
   - overly vague;
   - unclear about the relationship of the problem to the goal;
   - aimed at Volunteer activities or project inputs, rather than project outcomes or impacts;
   - falsely quantified (citing percentages without a baseline is a frequent example);
   - lacking in specific reference to people and the expected benefits to them;
   - overlong or overly complex;
   - highly specialized or stated in technical language not understandable to laymen.

5. Keep in mind that after initial project goal formulation, continuing information-gathering and project design may lead to refinement of both production and capacity goals.

IX. SETTING PROJECT OBJECTIVES

A. INTRODUCTION

Project objectives are the en route milestones which lead to the achievement of the project goals. They are similar in form to goals, but more narrow in scope and more specific. Generally they are aimed at the causes of the problem identified during the problem analysis.

Project objectives set the framework not only for Peace Corps Volunteer roles, tasks and activities, but for other people's project responsibilities as well.

B. MILESTONE AND OPERATIONAL OBJECTIVES

1. There are two kinds of project objectives: broad, major milestone objectives established for the entire life of the project; and detailed operational objectives listing scheduled outputs for the different time-limited phases of the project. During initial project design, the project team should focus on the broad milestone objectives. Detailed operational objectives will be required in the final project design phase when individual Volunteer assignments are determined.

2. Milestone objectives must be reached in order to accomplish project goals. They should:

   - directly contribute to accomplishing the project goal;
   - be shorter in term than the goals (3-6-9 months);

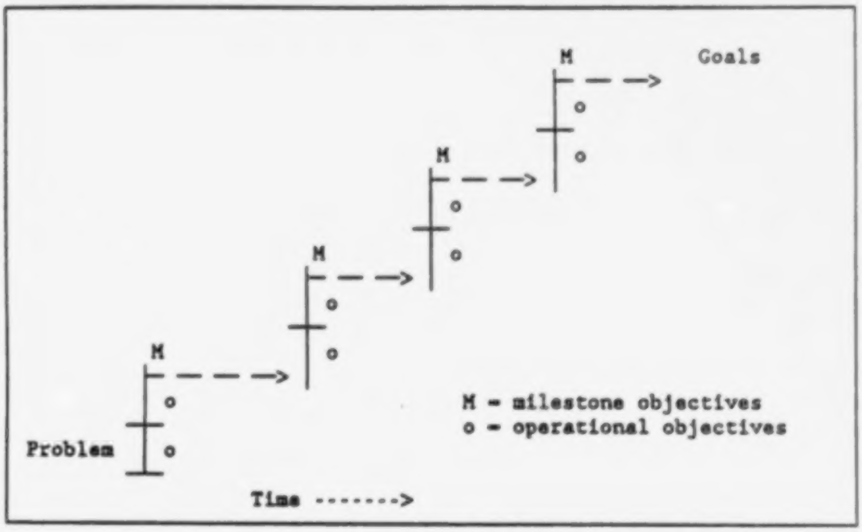


TABLE 2. RELATIONSHIP OF OBJECTIVES TO GOALS

- be logically sequenced; and
- account for efforts of all parties involved in project (not just Volunteers).

3. Following are examples to illustrate Milestone Project Objectives:

SAMPLE: MILESTONE OBJECTIVES

The project is to begin in September 1985 and will phase out in 6 years:

1. Mid-1987 50 farm families have adopted new seeds and practices.
2. Mid-1988 Tested designs for training farmers and extensionists have been approved, and training manuals have been distributed.
3. Late 1988 Final selection of appropriate grain storage and processing technologies is completed.
4. Mid-1989 Business loan funds are established for domestic industries which will manufacture appropriate tools and equipment--also 400 villagers now using new problem-solving technique with other crops.
5. Late 1989 250 corn extensionists have been trained, fielded and targeted on 7,000 farm families per year with the package of technologies and practices.
6. Late 1991 Last Volunteers leave, turning over final project materials to Agriculture Ministry.

NOTE ON EXAMPLE: In reality many of these activities will be done concurrently, not in the simple sequence shown above. While one activity may be focused on during one generation of Volunteers, future activities will be planned and, at a different time, implemented.

4. Further along in project design, each of these major milestone objectives could be broken down further into individual Volunteer operational objectives described in the Project Plan, task analysis and Trainee Assignment Criteria (TAC) Sheets. Operational objectives can be refined by individual Volunteers once in their assignments. These can be reported by Volunteers in Quarterly Reports to APCD program managers.

X. DETERMINING VOLUNTEER ASSIGNMENTS

A. INTRODUCTION

Volunteer assignments should be discussed by the project team throughout the project design process. This section discusses the need to determine the full range of assignments for the life of the project, not just for the first two years. Later sections discuss how to determine the specific assignments via the task analysis and how to assess sites for placement via the site survey process.

B. DETERMINING THE FULL RANGE OF VOLUNTEER ASSIGNMENTS

1. Once the programmer and the sponsoring host country organization(s) have agreed tentatively on a project approach, goals, and objectives, the next focus is on Volunteer assignment development. The analysis should estimate the full range of assignments and skills needed for the entire project, with the understanding that any assignments projected for later project phases will be more tentative than those for the first trainee group to be requested. Assignment estimates are previewed in the Quarterly Trainee Request Summary (QTRS) cable discussed in a later section.

2. As Volunteer assignments are identified for the life of the project, they should be considered in terms of (1) the different work activities to be performed as the project evolves, (2) the kinds of development workers needed, (3) the appropriate roles for Volunteers, (4) changing relationships with community people or counterparts at other levels, and (5) changes expected or desired in host country institutions by the end of the project.

3. In the Agriculture Production project example offered earlier, the project team's analysis may show that reaching the goals (to increase the planting and production of high-yielding corn among a set number of farm families, and to develop the institutional capacity to continue project expansion) will require Peace Corps Volunteer workers who can, over a number of years, do the following activities in each community:

SAMPLE: VOLUNTEER GENERATIONS

Group One	1. Survey farmers and their lands; 2. Organize farmers' participation in the project; 3. Assemble an appropriate practices package; and 4. Field-test alternative varieties of corn.
Group Two	1. Assist with storage and processing of grains once production has increased; 2. Train host country extension agents; and 3. Prepare reports, manuals, and audio-visual aids to transfer skills to host country workers.
Group Three	1. Identify, modify or invent appropriate technologies (tools, storage, processing, irrigation, composting, etc.); 2. Develop an appropriate credit system; and 3. Prepare a complete set of materials for project replication within the host country or other countries.

4. Initially, it is less important to identify exactly who will perform these functions (whether PCVs or not), than to identify the full range of roles required. The distribution of responsibility among the project's parties will emerge as the project objectives and approach are more fully specified.

XI. CONDUCTING THE TASK ANALYSIS

A. INTRODUCTION

The next step in the programming process is to define each Volunteer assignment in the project through a task analysis. The task analysis is a two-step process with the preliminary task analysis at this stage and the final task analysis to be completed as more specific job information is determined. The process assures that the programmer adequately researches each type of Volunteer assignment, and that the assignment is complete and appropriate in terms of the project.

Task analysis information is used for recruitment and pre-service training purposes. For recruitment, the task analysis helps to determine the skill requirements for the Quarterly Trainee Request Summary (QTRS) and the Trainee Assignment Criteria (TAC) Sheet. For pre-service training, the task analysis will describe what knowledge, attitudes, and skills are required to fulfill each type of Volunteer assignment in the beginning months, and compare them with the knowledge, attitudes, and skills the new Volunteers bring into the pre-service training program. The difference between the two determines the content of the pre-service training program. Trainers needing guidance or a sample task analysis specific to setting training objectives should refer to the Integrated Training System (ITS) Handbook available from the Office of Training and Program Support (OTAPS).

B. PLANNING

1. A task analysis should be completed for each different type of Volunteer assignment in a project. The process begins with a systematic and focused collection of information from a wide range and number of sources. The programmer's familiarity with the country, its culture(s), host agency programs, the specific project goals, resource availabilities, working conditions, and the programmer's own specific technical knowledge provide the body of expertise used to sort out and weigh the information in drawing up this detailed job description.

2. The sources for assembling information and data needed to perform a task analysis include:

    - interviews or informal conversations with host agency representatives, community leaders, development workers, technical experts, and Peace Corps Volunteers involved in similar or related work or living in areas near the project site;

    - observation of development workers on the job;

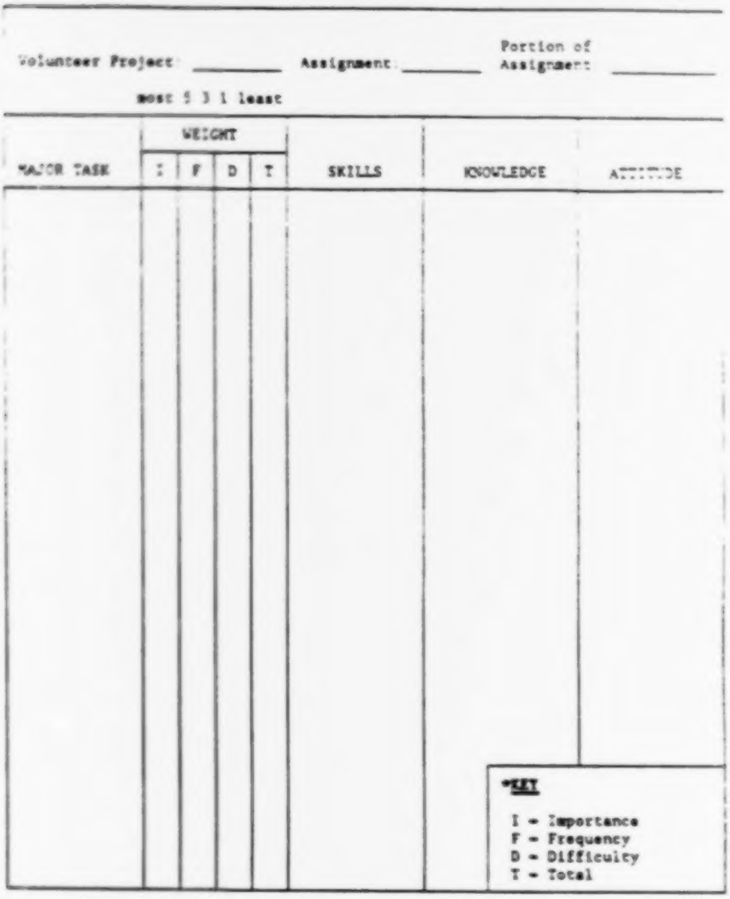
- further research on the project's targeted problem, especially the causes and objectives from which Volunteer tasks can be derived; and

- review of previous training program objectives, project writeups or evaluations from similar projects in the same and other countries.

3. In conducting the task analysis for each new type of Volunteer assignment, the programmer can either work with individual sources one at a time, or conduct a task analysis workshop, where principal resource people are drawn together to develop each task analysis.

4. It helps if the programmer has a means of structuring the information collected from various sources. From official job descriptions, organizational charts, and especially, interviews with the right people, the programmer will assemble a large amount of information. The Task Analysis Table is one way to put these data into a useful form (see Appendix B for full-size form).

TABLE 3. TASK ANALYSIS TABLE



Volunteer Project: __________ Assignment: __________ Portion of Assignment: __________

most 5 3 1 least

MAJOR TASK	WEIGHT				SKILLS	KNOWLEDGE	ATTITUDE
	I	F	D	T			

*KEY

I - Importance
F - Frequency
D - Difficulty
T - Total

C. CONTENT AREAS

1. The most complete task analysis will have an assignment-specific technical section and geographic-specific language and cultural sections (one language and cultural task analysis being appropriate for multiple Volunteer assignments).

2. The minimum task analysis will be for the technical work role.

3. If separate task analyses will be used for the language and cultural roles, programmers may revise the Task Analysis Table to suit individual preferences.

D. STEPS IN CONDUCTING ANALYSIS

In this section the task analysis used for example purposes is that of a community health worker (Table 4). To keep this section brief, only two major tasks are examined in detail. Remember that these examples are not complete.

1. Identify the **MAJOR TASKS**. Major tasks are efforts that are most closely related to the function of the job. Major tasks identified here should also be shown on the Trainee Assignment Criteria Sheets developed later on.

2. **WEIGHT** the tasks according to importance, difficulty, and frequency. This helps determine the balance or emphasis among the major tasks, and can help identify the skill requirements for an assignment. In turn, these can be used in setting recruitment requirements and in formulating training plans.

   This approach uses only three levels of weights for each factor:

	Weight
Importance (I):	
Essential to the assignment	5
Valuable to performing the assignment	3
Useful, but marginal to the assignment	1
Frequency (F):	
Daily/Weekly	5
Monthly/Quarterly	3
Six month/Yearly	1
Difficulty (D):	
Very difficult	5
Moderately difficult	3
Not difficult	1

If a projected major task is considered essential, difficult, and frequently performed, it would warrant a score of 5 in each category and a combined score of 15 on the weighting analysis. It would then be apparent to the programmer and trainer that this task deserves special attention to assure that entry level requirement skills receive emphasis when setting recruitment requirements and prescribing pre-service or in-service training objectives which will prepare Volunteers to perform that task.

3. Determine the **SKILLS** needed by the Volunteer in order to perform the task. All of the specific actions that a Volunteer takes in order to perform a major task require certain skills. Skills may be brought to the pre-service training by the Volunteer, or learned during training, but at this point the emphasis should be on what skills are needed. There are many ways to determine what skills are required:

   - Determine the skills by logic or common sense;
   - Ask the resource person what is done to achieve each major task;
   - Watch a resource person do the major task, making note of important actions taken; and/or
   - Ask the resource person to explain why and how a procedure is used, a report prepared, etc.

   The skills required to perform one major task are often the same skills needed for performance of another. At times this means that there may be another major task that has not yet been identified. However, this also could mean that only a very generalized skill is needed, such as typing or writing reports.

4. Identify the **KNOWLEDGE** that Volunteers must have in order to accomplish the goals outlined by the major tasks. Knowledge is difficult to determine even on a one-to-one basis. Programmers can determine what general knowledge is needed to perform the task, such as education and experience in the relevant fields. By examining the tasks and skills already identified, and discussing the tasks with people presently engaged in them, the programmer should be able to determine the specific knowledge required to perform each major task.

5. Identify the **ATTITUDE** the Volunteer needs to display in order to perform the major task. Attitude means the feeling or emotions that someone shows toward an action or a fact. For most Volunteer positions an attitude of respect, sensitivity, patience and so on is needed. It can be very difficult to determine what a person's attitude

towards a task may be, but in the task analysis it is the programmer's job to determine what attitudes are needed to perform each task.

Once these steps have been taken, the programmer can fill out a Task Analysis Table, listing the tasks, skills, knowledge and attitudes required for the specific job under discussion. Table 4 shows a partially filled out task analysis for a community health worker involved with oral rehydration therapy.

TABLE 4. TASK ANALYSIS - COMMUNITY HEALTH WORKER

Weight
most 5 3 1 least

MAJOR TASK	I	F	D	T	SKILLS	KNOWLEDGE	ATTITUDE
1. Train health center staff in oral rehydration promotion	5	3	3	11	o Develop training needs. Assess tools. o Assess health worker's current knowledge, attitudes and practices concerning treatment of diarrhea/dehydration o Identify specific training needs of health workers in following ORT aspects: - dehydration assessment - treating with ORS and SSS - health education - logistics/management o Design and conduct training workshops in ORT for health workers on periodic basis in local language	- Training needs assessment methods - Adult learning principles - Experiential training design and delivery methods - Availability of measures and ingredients for SSS in local markets and homes - Assessment and treatment of dehydration in young children with both ORS and SSS - Causes and prevention of infant diarrhea - Cultural practices, beliefs and attitudes regarding causes and treatment of infant diarrhea/dehydration - Availability of national and local program support resources - Technical terms in local language	- helpful - sensitive to cultural and prior training issues - respectful - good listener

TABLE 4. TASK ANALYSIS - COMMUNITY HEALTH WORKER
(continued)

Weight
most 5 3 1 least

MAJOR TASK	I	F	D	T	SKILLS	KNOWLEDGE	ATTITUDE
1. Conduct community surveys to collect baseline for carrying out ORT promotion	5	5	5	15	o Design KAP surveys appropriate for information gathering from unschooled village women o Identify local interviewers with necessary literacy skills o Design and deliver training session for local interviewers o Organize necessary logistics for surveys (forms, vehicles, per diems, gas, etc.) o Conduct surveys and supervise, assist interviewers o Analyze data when collected	- Cultural norms or considerations for asking questions, interviewing - Common cultural obstacles to introduction of ORT - Causes of infant diarrhea - Clinic and home based Oral Rehydration methods - Uses and characteristics of KAP surveys - Data collection methods - Data analysis methods - Technical terms in local language	- professional - respectful of tradition - patient - good listener

XII. DETERMINING VOLUNTEER SKILL LEVELS

A. INTRODUCTION

To determine what prerequisite skills are necessary for Volunteers to perform effectively in their assignments and projects, the preliminary task analysis must be analyzed. Volunteers obtain the necessary skills either through specific education and/or experience prior to Peace Corps training, or through the specific Peace Corps pre-service training itself.

This section describes the process for determining what skills should be requested from the headquarters applicant files for specific Peace Corps projects. These skills will eventually be recorded on the Trainee Assignment Criteria (TAC) Sheets.

Complete Assignment Areas and Skill Clusters are distributed upon request from the Office of Volunteer Recruitment and Selection.

B. PRE-SERVICE TRAINING VERSUS BACKGROUND EXPERIENCE

1. Once the task analysis is completed, the Programming APCD and the Peace Corps staff member responsible for training should meet to determine what specific knowledge, attitudes, and skills pre-service training can provide the trainee, and what specific educational/experiential background the applicant should bring to training.

2. Peace Corps applicant fill rates are influenced by the availability of candidates. Generally the lower the skill requirements, the easier it will be to fill each project. The decision as to what "assignment areas" and what "skill clusters" should be requested comes only after the training manager determines what additional skills can be provided through pre-service training.

C. ASSIGNMENT AREAS AND SKILL CLUSTERS

1. The Office of Volunteer Recruitment and Selection (VRS) uses a system of Assignment Areas and Skill Clusters to assist the field in requesting types of Volunteers for projects.

2. "Assignment Areas" are groupings of similar work activities that fall under a major title or category such as "Nursing" or "Secondary Education/Math," or "Forestry."

3. "Skill Clusters" represent the range of interchangeable qualifications within an assignment area generally considered acceptable in the Peace Corps country. For example, within the Nursing Assignment Area, there are three ranges of backgrounds available: (1) Bachelor of Science - Registered Nurse (BSRN); (2) 3-year diploma - Registered Nurse (RN); or (3) Associate of Arts - Registered Nurse

(AARN). In addition to education levels, programmers can request combinations of interest and experience. Following are some examples of assignment areas and skill clusters:

134. Urban Planning

- A. BA/BS - in Urban/Regional Planning

140. Business Management

- A. Five years experience as the manager of a business OR
- B. AA - Any business discipline with two years work experience as above OR
- C. BA/BS - Any business discipline

141. Cooperatives

- A. Four year work experience (coops, credit unions, small business or bookkeeping) OR
- B. Two years of college with two years work experience as above OR
- C. BA/BS - Any discipline with one year work experience as above OR
- D. BA/BS - Any business or economics discipline.

142. Accounting

- A. Three years work experience in accounting OR
- B. Certified Public Accountant OR
- C. BA - Any business or economics discipline with one year work experience in accounting OR
- D. AA - Accounting with two years work experience in accounting OR
- E. BA/BS - Accounting

150. Nursing

- A. BSRN OR
- B. Three year diploma nurse (RN) OR
- C. AARN

151. Physical Therapy

- A. BS - Physical Therapy OR
- B. Registered Physical Therapist

152. Occupational Therapy

- A. BS - Occupational Therapy OR
- B. Registered Occupational Therapist

153. Medical/Laboratory Technology

- A. BA/BS - Med. Tech. or Med. Lab Tech. OR
- B. Certified Med. Tech. OR
- C. Certified Lab Tech. with two years experience

4. As Volunteer skill levels for specific assignments are determined, keep the assignment areas and skill clusters in mind. Peace Corps' objective is that at least 80% of field requests will be able to be filled from the full skill cluster within each assignment area. This means that a programmer would be able to accept any mix of candidates, as long as they have the skills/background of at least one component of the cluster.

5. Before deciding that a specific project can or cannot accept the full skill cluster, it may help to reexamine whether there are valid programmatic reasons (based on task analysis, site needs, available training and support) why some of the skill backgrounds in the skill cluster are unacceptable. More specific or extensive skills or backgrounds may be required for non-programmatic reasons because of host country requirements independent of assignment needs. In cases where further negotiation still yields the original conclusions, assignments which cannot accept the full skill cluster should be submitted with an explanation of the factors necessitating only partial acceptance of the cluster.

6. Occasionally countries submit requests that fall into an assignment area because of the type of assignment performed (such as Physics Teacher) but which cannot accept any of the skill levels of the skill cluster (M.A. in Physics with 5 years teaching experience at the junior college level, for example).

   - Programmers should keep in mind that recruitment will be done for these kinds of assignments only under the appropriate assignment area/skill cluster.

   - No special instructions will be given to recruiters to inform them of the higher skill requirements for these types of assignments.

   - Fill for such requests will be dependent on the chances of a suitably qualified person applying to the Peace Corps. No special recruitment efforts will be made for positions which do not fit the skill cluster.

7. When a specific request can utilize applicants less skilled than the skill cluster, this should be noted on the TAC Sheet. This will enable the Peace Corps to utilize additional applicants who would not otherwise qualify, and improve the chances of filling the request.

XIII. ESTIMATING PROJECT AND VOLUNTEER SUPPORT NEEDS

A. INTRODUCTION

As part of the preliminary project design process, material, financial, human, and service resource requirements should be estimated. Resource needs will vary with the type of project. Material and financial resources might be for capital goods, construction, or for job-related equipment. Human resources will include host agency coordinators, supervisors, co-workers, etc. Service resources will include agency services extended to Volunteers, such as transportation, housing, etc.

This information will eventually be incorporated into the Project Plan to detail the specific resource requirements for a given project.

B. MATERIAL AND FINANCIAL RESOURCES

1. Certain kinds of projects will, by their nature, require more financial, material, or human resources than others. Obviously, infrastructure projects such as installing water systems, building feeder roads, or developing agricultural or credit packages will require greater resource support than many education, primary health care, or general community development efforts. In each case, the array of resources required for all project aspects must be defined, and potential sources located, before the final Project Plan is drawn up.
2. It is necessary to identify as many possible project resources as required, and to make initial determinations as to whether they will be obtained from the host agency at the national, regional, provincial, and/or local levels, or from other sources.
3. This resource analysis should be facilitated by, and relate directly to, the prior efforts at defining project objectives.
4. A planning format such as "Project Resource Planning" may be useful in resource identification (see Appendix C for full-sized sheet).

TABLE 5. PROJECT RESOURCE PLANNING SHEET

PROJECT RESOURCE PLANNING			
MAJOR OBJECTIVE OR ACTIVITY	RESOURCES (BY CATEGORY)*	POTENTIAL SOURCES	
		Agency	Other
*Material, Financial, Service, Human			

5. In many instances the project resource estimates will have been done by others, such as a host agency or a collaborating foreign aid donor. In such cases, the project team should review those estimates to be sure that the most appropriate ones have been identified and will be available in a timely manner.

6. Resource arrangements from outside organizations should be documented in written agreements and memoranda of understanding. Institutionalized relationships will strengthen long-range resource support for projects.

7. The preliminary task analysis can also be a useful starting point for determining the resources needed to support the Volunteers in their work. The "Project Resource Planning" sheet format can be used with Volunteer tasks in place of project objectives, in the left-hand column.

8. If part of the Volunteer's role is to obtain or to help communities obtain material or financial resources themselves, on the local, regional, or national level, then the Peace Corps pre-service training plans should include an orientation on proposal development and other resource mobilization skills.

C. HUMAN AND SERVICE RESOURCES

Another aspect of Volunteer support resources involves the institutional arrangements for supervision and support. Consider such questions as:

1. Who will function as Peace Corps liaison officer at the regional and/or national levels?
2. Who will coordinate and/or supervise Volunteers from the local agency level? Will the arrangement or person change as the project evolves?
3. With what other individuals or groups will the Volunteers be working? Will there be co-workers?
4. Who will facilitate the Volunteer's entry into the community?

XIV. DOCUMENTING THE PRELIMINARY PROJECT DESIGN

A. INTRODUCTION

Once the preliminary project design is completed and before details and commitments are finalized, the APCD Programmer may wish to bring all the pieces together and summarize the preliminary design activities. This section lists the benefits and procedures for completing the Project Summary Sheet. (Note: Unless otherwise directed by the Country Director, this documentation is optional.) A full-sized Project Summary is included in this manual as Appendix D.

B. BENEFITS OF PRELIMINARY DOCUMENTATION

1. With preliminary documentation, programmers will have an en route check on the logic and sequence of the entire project, and can identify any areas which still need strengthening during the remaining project planning activities.

2. The Country Director and other Peace Corps staff may have a better understanding of the project, which will facilitate their support and advocacy. Documentation tends to clarify planning, training, staffing, and internal resource support needs for Peace Corps staff consideration.

3. The Programming APCD can use the preliminary write-up to obtain technical consultation and feedback on initial project design from Regional Peace Corps/Washington staff; sectoral specialists in OTAPS; and Placement Officers.

4. The write-up will provide Peace Corps/Washington offices with valuable early information about possible upcoming program support and training requirements, changes in recruitment needs for Volunteers and staff, and areas of programming evolution for treatment in pre-service staff training.

C. TIMING OF DOCUMENTATION

1. There are no hard guidelines for deciding when the preparation of the documentation should begin. The programmer must ascertain when enough information has been gathered and tentative agreements reached to outline the project, the Volunteer assignments, and the training plans.

2. Documentation should, however, occur as early as feasible because of (1) seasonal considerations affecting project start-up; (2) the planning, program review, and funding cycles of the participating agencies; (3) Peace Corps' trainee recruitment and delivery cycles; and (4) development of stateside or in-country training contracts or arrangements.

TABLE 6. PROJECT SUMMARY SHEET

PROJECT SUMMARY SHEET

1. Country/Project Name	2. Project Code

3. Project Problem Statement (Description/Scope/Consequences/Causes)

4. Project Goal (Including Termination Date)

5. Milestone Objectives for Start-up Year   Vol. Start-up: Month___Yr.___

6. Programming Criteria Statement (How This Project Complies With Programming Criteria)

Country/Project Name: ____________________ Project Code: __________________

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7. Collaborating Agencies

A. Host Country:
B. Other:

Agency(ies)	Nature of Collaboration	Begin/ End Dates	Comments on Quality of Collaboration

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8. Critical Resource Needs/Sources

---

9. Volunteer/Trainee Strength

A. FY 19 : On-Board 9/30/ _____ Vs _____ Ts
B. Trainee Requests:

Actual	Projected				
FY 19	FY 19	FY 19	FY 19	FY 19	FY 19

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10. Assignment Area and Skill Clusters Proposed for Volunteers

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11. Specific Feedback Requested

XV. OPTIONAL PEACE CORPS/WASHINGTON CONSULTATION

A. INTRODUCTION

A project design consultation process has been established to make technical resources available to overseas staff during the early stages of new project design, or when making significant revisions to existing projects. This process will enable programmers to tap the technical expertise of the Peace Corps/Washington staff, as well as to draw on the project experiences of other Peace Corps countries.

Overseas staff are encouraged to utilize this resource during preliminary stages of programming when there is still flexibility to focus the problem analysis, adjust project goals, reexamine resource needs, and discuss required Volunteer skills and training.

B. TOPICS REVIEWED DURING CONSULTATION

The review and feedback on Project Summaries (and any supplementary information the field thinks will clarify the project concept) will cover the following topics:

1. Overall consistency of the project design;
2. Technical design issues and feasibility;
3. Degree to which the project design is likely to meet the Peace Corps Programming Criteria;
4. Appropriateness and fill probabilities of proposed Volunteer skills and assignment areas;
5. Training plans, suggestions, and alternatives; and
6. Technical support, information, or suggestions on collaboration with other donors.

Other kinds of comment, feedback, or information may also be requested by the post.

C. ROLES AND RESPONSIBILITIES

Programming APCDs should facilitate the preparation of the summary package, arrange for any in-country reviews with staff colleagues, host agency people, and Volunteers before the package is sent to Washington. If possible, provide the Country Desk Unit advance notice by cable that the package is coming.

The Country Director is responsible for seeing that each package submitted is complete and clear, and that questions or needs are explicit as to any specific feedback/information requested. The Country Director retains final project approval.

The Regional Programming and Training Staff and the Country Desk Unit participate fully in the review process, both as sources of additional project and country-specific information, and as constructive critics. They assist in developing and transmitting project feedback to country; coordinate specialist meetings; gather additional project information required from country; and assure review completion within the time allotted.

OTAPS staff are responsible for technical input into the review. Sector Specialists will convene the review group, coordinate technical inputs, provide input to and review the preparation of technical feedback; and be available for follow-up consultation with Country or Regional staff as requested.

Placement staff will provide feedback on skill groupings for the proposed assignments, project possible fill, and provide insights into problems of skill use from experience with similar assignments or projects.

The Regional Director will review those situations where the project reviewers have identified significant problems in project design or development.

D. PROCEDURE AND TIMING

When the preliminary project design package is mailed to Washington, a cable should be sent informing the Country Desk that the package is on the way. Desks will send an acknowledging cable when the package is received.

The CDU will coordinate with OTAPS and Placement the convening of the appropriate sectoral specialists, Placement Officers, Regional staff (desk and others), and any appropriate outside experts to read and discuss the package and formulate the feedback. This process will take no more than four weeks after the package arrives in Washington. If the review group needs additional or clarifying information from the post, it will be requested by the Desk Officer by cable.

Feedback will be provided covering the areas cited above, along with any additional information, suggestions, or input requested by the post. If the overseas staff requests it in the submission, a cable summary will be provided at the same time the complete feedback is mailed. New project codes, changes in project names, or other essential data will be entered in the Washington project records system.

XVI. DEVELOPING THE QUARTERLY TRAINEE REQUEST SUMMARY

A. INTRODUCTION

Four times a year, countries have opportunities to project and request recruitment activities for Volunteers for upcoming projects. These projections are timed at 15 months, 12 months, 9 months, and 6 months before trainees actually arrive in-country.

This length of lead time is needed to facilitate recruitment planning and activity by the Office of Volunteer Recruitment and Selection (VRS) for all Peace Corps needs worldwide. The term used for these projections is the "Quarterly Trainee Request Summary" or QTRS. The QTRS gives other headquarters offices timely data for long-range budget and administrative planning.

B. RELATION OF THE QTRS TO THE COUNTRY MANAGEMENT PLAN/BUDGET AND THE COUNTRY STRATEGY

1. There is a close relationship between the QTRS submissions and each year's CMP/B submission. The number of Volunteers projected in each document should be as close as possible since country scope of operations, administration, programming, training, and Volunteer operations budgets are heavily influenced by projected Volunteer numbers.

2. Total number of Volunteers in each country is a result of negotiations between the Country Director and headquarters, in light of the CMP/B, and discussions with programming APCDs regarding projected Volunteer numbers in specific projects.

C. DUE DATES FOR QUARTERLY TRAINEE REQUEST SUMMARIES

1. The Peace Corps recruitment cycle is divided into quarters or "seasons":

Season	Months
Winter	January, February, March
Spring	April, May, June
Summer	July, August, September
Fall	October, November, December

2. Three seasons' projections are sent to headquarters at the same time and in the same schedule as Trainee Assignment Criteria (TAC) submissions, discussed later in this manual. Thus, when Fall TACs are submitted on March 15, the projections for the following Winter, Spring, and Summer are due.

3. Note that the QTRS projections are due on each quarterly deadline even if TAC sheets are not being submitted.

DUE DATES FOR TAC SHEETS &
QUARTERLY REQUEST SUMMARIES (QTRS)

DUE DATE:	SEASON FOR WHICH TAC SHEET IS DUE: (6 Months Before Trainee Arrival)	FOR PSTs TO BEGIN IN MONTHS OF:	SEASONS FOR WHICH QTRS ARE DUE: (9, 12, & 15 Months Before Trainee Arrival, respectively)
DEC 15	Summer	Jul/Aug/Sep	Fall, Winter, Spring*
MAR 15	Fall	Oct/Nov/Dec	Winter, Spring, Summer*
JUN 15	Winter	Jan/Feb/Mar	Spring, Summer, Fall*
SEPT 15	Spring	Apr/May/Jun	Summer, Fall, Winter*

* (first time QTRS for this season is sent to PC/W)

D. THE QTRS FORMAT AND INSTRUCTIONS

1. QTRS printouts are received from Peace Corps/Washington and are based on the previous quarter's QTRS submission. The programming APCD revises printouts to reflect current reality.

2. Before TAC sheets are sent in, projections for a given project are "repeated" (or amended) three times.

3. The last QTRS, before TACs, should be very firm numbers. The degree to which changes are made reflects on each Peace Corps country's ability to plan and plays a crucial role in Regional decisions regarding the allocation of scarce skills.

SAMPLE QTRS CABLE FORMAT

COUNTRY	COUNTRY CODE	QUARTERLY TRAINEE REQUEST SUMMARY					
SEASON	FYEAR	PROJ CODE	ASSIGN CODE	COMPTS ACPTABLE	ASSIGNMENT TITLE	TRAINEE REQ	TRAINEE INPUT
REVISIONS	FINAL INPUT	PRIOR LANG	PREDPT INFO	TRNG SST	INFO ICT	ICT MONTH	START DAY

4. Instructions for completing the QTRS:

SEASON: Two letter abbreviation for the season in which requested trainees will be enrolled. Abbreviations are: FA - fall (October, November, December), W - winter (January, February, March), SP - spring (April, May, June), and SU - summer (July, August, September).

The season is determined by:
- the first day of stateside training, or
- the first day of pre-departure staging (med/admin, comprehensive, extended, CREST), or
- the day CASTed trainees depart overseas.

FYEAR: Two numerals identifying the fiscal year in which the requested trainees will be enrolled.

PROJ CODE: Five digit code for project in which trainees will serve. The first three digits are the numeric country code; the last two digits (a letter followed by a number) identify the projects within each country.

ASSIGNMENT CODE: Three numerals which identify the assignment area for which trainees are requested. ONLY ONE ASSIGNMENT AREA SHOULD BE LISTED PER QTRS LINE.

IF:

a) NONE of the assignment areas are acceptable:
   - this is a "Unique Skill" request
   - list as assignment area 199

b) two or more assignment areas are equally acceptable:
   - list the one assignment area with highest basic fill rate

c) a certain mix of trainees from different assignment areas is mandatory:
   - split the request
   - show it on two or more lines of the QTRS, one assignment area per line
   - submit separate TACs for each line of the QTRS

d) some mix of trainees from different assignment areas is preferable, but not mandatory:

   It is helpful in terms of outseason recruitment goals to:
   - split the request
   - show it on two or more lines of the QTRS, one assignment area per line
   - 75% of trainee requests should be listed in the assignment area with the highest basic fill (see last page)

COMPTS ACPTABLE: Indicate whether all components of the skill cluster for the assignment area are acceptable. If so, show "All." If only some of the components are acceptable, list which ones (for example, "AB," "ACD," etc.) If none of the components), show "NONE." For Unique Skill Requests, assignment area 199, show "NONE" in "components acceptable" column.

ASSIGNMENT TITLE: Show the country/project-specific assignment title for requested trainees as it is (or will be) shown on the TAC. Abbreviations should be used, as necessary, to ensure that the title does not exceed 15 characters (including spaces and punctuation).

TRAINEE REQUEST: Indicate the number of trainees requested.

TRAINEE INPUT/REVISIONS/FINAL INPUT: (Leave blank; these will be completed by PC/W).

PRIOR LANG: Indicate whether any prior language study, training or experience is required by entering "Y" (yes) or "N" (no).

PRE DEPT INFO: Use one of the following two letter abbreviations to indicate preference for: "MA" (Medical/Administrative staging), "CO" (Comprehensive staging), "EX" (Extended comprehensive staging), or "CA" (CAST); "CR" (CREST).

TRNG INFO/SST: Indicate the number of weeks of stateside training, if any is proposed prior to overseas departure.

TRNG INFO/ICT: Indicate the number of weeks of overseas pre-service training proposed, whether in-country or third country. If third country training is proposed, please provide location, number of weeks, and planned dates in a footnote at the bottom of the page.

ICT START MONTH/DAY: Indicate the month and day proposed for the start of overseas pre-service training, whether in-country or third country.

XVII. DEVELOPING THE PROJECT PLAN

A. INTRODUCTION

Final project design involves the project team incorporating any feedback it has obtained on the initial project design from the project consultation and Peace Corps/Washington and from further information gathered in-country. Final planning focuses on two levels: (1) the overall project design (the Project Plan) and (2) the Volunteer assignments (The Trainee Assignment Criteria (TAC) Sheets). The TAC sheets are prepared as a result of the task analysis and site surveys.

The Project Plan is the form that records all pertinent project data. It is recommended that a Project Plan be completed for each Peace Corps project. These plans form part of the permanent in-country Peace Corps files as well as country desk unit files in Washington.

The principal difference between preliminary and final project documentation is the level of documentation, the amount of supporting detail, and the degree of written and formalized mutual commitments.

B. PURPOSE AND USE OF THE PROJECT PLAN

1. The Project Plan is basically a summary of all important data collected through the programming process from design through implementation. It describes the problems to be solved and the Peace Corps response to these problems; project goals and objectives; relationships between Peace Corps and participating agencies; and required resources and management systems. A completed Project Plan will greatly facilitate staff in filling out sections of the country Management Plan and Budget. Project Plans may also be the basis for Ministry Program Agreements.

2. The Project Plan is the only detailed project document that gives project history, mutual agency commitments, and long-range project goals. Given that Peace Corps, host and contributing agency staff may change several times between project creation, implementation, and conclusion, the Project Plan helps to ensure agency follow-through on mutual commitments in each project.

C. PROJECT PLAN SUMMARY

The remainder of this chapter is an outline of the Project Plan.

PROJECT PLAN

PROJECT TITLE ______________________________

PROJECT CODE ______________ SECTOR ______________

START DATE ______________ END DATE ______________

DATE OF THIS PLAN ______________________________

I. HOST PROJECT BACKGROUND/DESCRIPTION

A. Name of host country project ______________________________

B. State the problem which the project addresses

C. Goal of project

D. History

E. Beneficiary Characteristics

F. Describe existing efforts to address the problem.

	Project(s) & Sponsoring Agency(ies)	Major Activity	Beneficiaries		Status of Project	Implications for Peace Corps Involvement
			Who?	Where?		
1.						
2.						
3.						
4.						

II. PEACE CORPS PARTICIPATION IN PROJECT

A. Briefly state the activities to be undertaken in this project and why they were chosen.

B. ASSUMPTIONS MADE

C. GOALS

Production goal:

Capacity-building goal:

D. OBJECTIVES

Milestone Objective 1: (to be completed for each milestone objective)

Timeframe:

Operational Objectives (i.e., tasks/activities)	To be completed by	Resources Needed	Contingency

III. PROJECT RELATIONSHIPS

A. Host Agency(ies) (e.g. Ministry)

B. Description (or chart) of the lines of authority or relationships in this project. Include title of official(s) responsible for project and PCV supervision.

C. Support for Peace Corps presence in project.

	Source	Nature	Level	Timing
1.				
2.				
3.				
4.				

IV. - VOLUNTEER ASSIGNMENTS (Insert Completed TAC Sheets Here)

V. PROJECT RESOURCES

A. Peace Corps Volunteers

1. Assignment Title	2. Trainee Requests a. Current FY____	b. Projected			
		FY____	FY____	FY____	FY____

VI. PLANNING FOR MONITORING THE PROJECT

What do you wish to monitor?	When?	How?	Who?

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VII. PROJECT APPROVAL

A. Review Comments

Approved:

Date:

____
Director's Signature

____

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XVIII. CONDUCTING SITE SURVEYS

A. INTRODUCTION

This section details Site Surveys, and assumes that for each Volunteer placement, specific project sites have been mutually agreed upon between Peace Corps, the sponsoring agency, and the receiving community.

The Site Survey process allows each potential Volunteer project site to be assessed before placement of the Volunteer. As yet, no agency-wide form exists for the Site Survey.

B. OVERVIEW OF SITE SURVEYS

1. Site Surveys should be conducted for each site in which a Volunteer will be placed within three to six months prior to Volunteer arrival in-country. They can be completed along with the project planning and development process, or separately if actual project sites have been predetermined.

2. It is the responsibility of the programming APCD to visit potential Volunteer sites, although this responsibility may be delegated to a Volunteer leader, other staff member, or a current Volunteer depending on in-country conditions. In any case, the Site Survey should be completed in writing, and include sections on: Community Conditions; Project-Related Conditions; Volunteer Working Conditions; and Volunteer Living Conditions/ Accommodations.

C. USE OF THE SITE SURVEY

Site surveys have a variety of critical uses for Peace Corps projects:

1. TAC Sheets - The combination of information from the task analysis and generalized data from the site surveys make up the major portions of the TAC Sheet.

2. Pre-Service Training - Trainers use the site surveys to make sure training plans reflect the various "site realities" Volunteers will be working with.

3. Volunteer Placement - Site surveys will help staff place new Volunteers into appropriate sites.

4. Volunteer Initial Site Visit - Site surveys will help new Volunteers as they go to their sites for the first time either during and/or after pre-service training.

D. CONTENT OF THE SITE SURVEY

1. Community Conditions

The community profile will often be the starting point for more detailed analyses by the PCVs who are assigned there. It should provide information that relates to the following factors:

- **Socio-cultural Factors**
  - ethnic groups, class and economic levels
  - religious groups and beliefs
  - educational levels and facilities
  - community attitudes toward change and concepts of self-reliance
  - health conditions and facilities, and their major indicators
  - diet/nutrition conditions
  - language(s) spoken
  - housing conditions
  - family life
  - roles of both genders in the cultural and social structure
  - children's status in, or treatment by the community
- **Infrastructure**
  - transportation (roads, airfields, modes, seasonal aspects)
  - energy sources used (electricity, wood, petroleum, other)
  - water sources for people, animals, irrigation
  - local and national institutions affecting community life and employment

- Physical factors
  - distance to urban and/or trade centers
  - topography and climate
- Developmental Factors
  - leadership for development
  - organizations or facilities promoting or supporting change
- Economy
  - primary sources of income, amounts, distribution
  - seasonal variations in employment or income
  - trends in income during recent years, changes in employment patterns
  - women's participation in the economy and the impacts of economic change on their status

2. Project-Related Conditions

Each project will require different factors to be built into this part of the site survey. In developing the specifics, attention should be given to:

- Religious, cultural, and political restrictions which would directly affect the project's implementation;
- Baseline data on the problem which the project seeks to solve (indices of health, education, crop or animal production, water supply or others which are specific to the project);
- Community awareness/attitudes toward the project:
  - extent to which general population, local leaders, and/or officials show awareness, interest, support;
  - any history of this kind of project affecting a project's future progress;
  - commitments at all levels to support the project (funds, materials, land, or other resources);
- Resources (natural or man-made) available but not yet committed;

- Resources needed for the project which are not available, and the obstacle to obtaining them; and

- Groups most likely and least likely to benefit from the project, and any related impacts on PCV effectiveness.

Many of the above factors are equally relevant for those projects which do not involve community-level placements, but which involve Volunteer placements in central agencies or institutions. Especially significant in these situations are questions of attitude and commitments towards the project, and whether groups or individuals are supportive of, threatened by, or indifferent to the project goals and objectives.

3. Volunteer Working Conditions

A project-specific checklist or format may be required for this part of the survey, depending on the type of project or assignment, and the size of the geographic area it covers. Topics to be surveyed include:

- Sponsoring organization/work site

    - type of unit office organization

    - staff numbers, level of training, language(s) used

    - resources (budget, equipment, facilities, vehicles)

    - work plan or particular emphasis and working hours

    - role in and relationship to overall project planning and implementation

    - facilities or space to be assigned to PCV

- Community, supervisors, and co-workers' expectations of PCV

    - attitudes toward foreigners and particularly toward Peace Corps as a development partner

    - knowledge of Peace Corps' overall mission and understanding of its role in development work

    - special tasks and activities expected beyond the primary work role

    - reporting requirements and PCV's relationships to work unit and supervisor

  - social expectations of foreigners, PCVs and any gender-related expectations or restrictions

  - rules and regulations of agency or unit affecting PCV's activities

  - travel requirements related to work (frequency, distance and available modes of transportation)

4. Volunteer Living Conditions/Accommodations

Some PCVs will function best if their living arrangements have been made before their arrival; others may prefer to live in the community for a while and find their own accommodations. In either case, enough information should be assembled in the site survey to assure that Peace Corps standards of safety, maintenance of health, and access to basic services and supplies can be satisfied. Most surveys, therefore, cover the following areas:

- Housing
  - available options for housing (rental, family live-in, government facilities)
  - distance to work site
  - water supply for drinking, bathing (sources, facilities, seasonal shortage, quality)
  - toilet/latrine facilities
  - privacy
- Health and Safety
  - security problems (crime, degree of political instability)
  - medical facilities (type, distance)
  - availability of emergency transportation
  - foods/diet, control over cooking
- Support Services and Resources
  - shopping - range of products available, distance to meet personal needs
  - banking facilities
  - post office

  - telecommunications (phones, telegraph)
  - places of worship
  - entertainment, companionship, sexual outlets, and personal support

5. Site Survey Summary

- The site survey might conclude with a summary listing of factors present at the site which will contribute to the success or difficulty of a project.

- Some factors may cut both ways. Lack of interest in the project may be an initial obstacle. At the same time, use of community relations skills to overcome the disinterest may greatly benefit the project as well as be a source of personal satisfaction to the Volunteer.

- If this summary serves as a general introduction to the site, it might be placed on the first page of the site report.

XIX. PREPARING THE FINAL TRAINEE ASSIGNMENT CRITERIA SHEET

A. INTRODUCTION

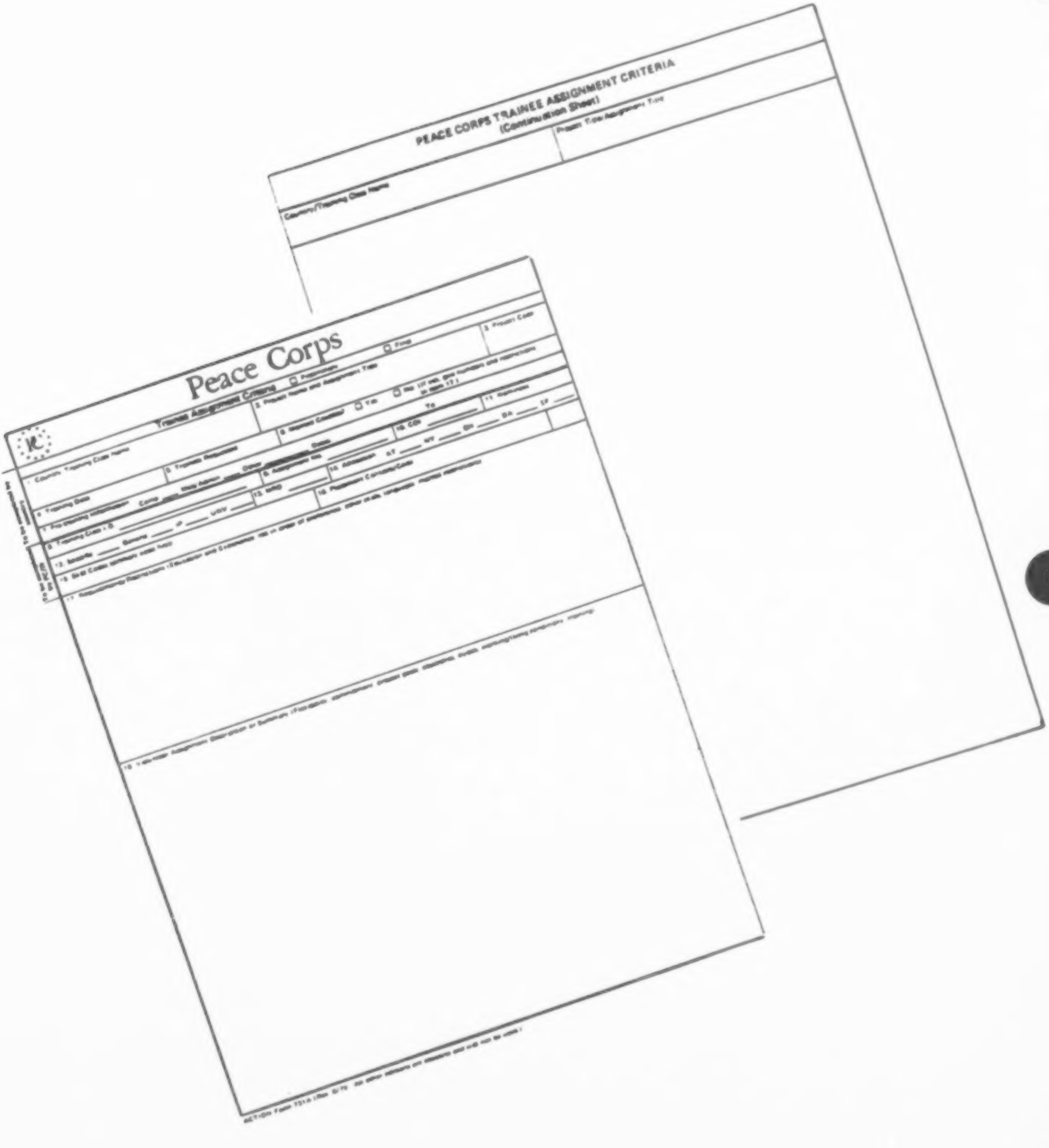
Final Trainee Assignment Criteria (TAC) Sheets are the documents used by the Office of Volunteer Recruitment and Selection (VRS) to match applicants with specific projects following applicant recruitment and assessment. A sample TAC Sheet is included in this manual as Appendix E.

B. USE OF THE FINAL TRAINEE ASSIGNMENT CRITERIA SHEET

1. Since final TAC Sheets are shared with invited applicants, the content and manner of presentation in the Volunteer assignment description can have a dramatic effect on the potential trainee's first impression of Peace Corps and the project. Realistic and honest appraisals of the project are essential; in fact, much Trainee/Volunteer attrition can be linked to unrealistic expectations about an assignment's scope, potential impact, and type of support that can be expected.

2. The final TAC Sheet is sent to an applicant at the point of invitation and is usually the only assignment-specific information available from which to make an acceptance decision. Usually the task analysis and other materials about the host country or the project are provided only after an applicant has accepted the invitation.

TABLE 7. TRAINEE ASSIGNMENT CRITERIA



PEACE CORPS TRAINEE ASSIGNMENT CRITERIA
(Continuation Sheet)

Country/Training Class Name

Peace Corps

Trainee Assignment Criteria

C. DUE DATES FOR FINAL TRAINEE ASSIGNMENT CRITERIA SHEETS

Final TAC Sheets are due in Peace Corps/Washington after Quarterly Trainee Report Summaries (QTRS) projections for a given project are repeated or amended three successive Quarters.

DUE DATES FOR TAC SHEETS &
QUARTERLY REQUEST SUMMARIES (QTRS)

DUE DATE:	SEASON FOR WHICH TAC SHEET IS DUE: (6 Months Before Trainee Arrival)	FOR PSTs TO BEGIN IN MONTHS OF:	SEASONS FOR WHICH QTRS ARE DUE: (9, 12, & 15 Months Before Trainee Arrival, respectively)
DEC 15	Summer	Jul/Aug/Sep	Fall, Winter, Spring*
MAR 15	Fall	Oct/Nov/Dec	Winter, Spring, Summer*
JUN 15	Winter	Jan/Feb/Mar	Spring, Summer, Fall*
SEPT 15	Spring	Apr/May/Jun	Summer, Fall, Winter*

* (first time QTRS for this season is sent to PC/W)

D. INSTRUCTIONS FOR COMPLETING THE TAC SHEETS

The following boxes on the TAC Sheet should be completed by the APCD programmer.

1. **Country/Training Class Name:**

   Fill in the host country name and training class for which the trainees will be requested. Example: Philippines Summer Omnibus.

2. **Project Name and Assignment Title:**

   Fill in the project name and assignment title. Example: Rural Water Supply/Construction Supervisors. To avoid confusion, the name and title must remain consistent among Project Summaries and Project Plans, Preliminary and Final TACs, Quarterly Trainee Request Summaries, etc.

3. **Project Code**:

This number is the unique project identifier. It remains the same for the life of the project and is used to track Volunteers during their service. It is to be used by Peace Corps whenever communicating data on individuals and on the project activity. It is the same as Item 2 on the "Project Summary Sheet," and consists of the three digit country code and the two digit project identifier.

4. **Training Date**:

Give the month and year training will begin, and an exact date, if possible.

5. **Trainees Requested**:

Indicate the total number of trainees being requested for this assignment.

6. **Married Couples**:

Check "Yes" if any of the requested Trainees may be married. Specifics must be given in Section #17, using the following guidelines. Both numbers of couples acceptable and possible spouse assignments are listed here.

- Peace Corps policy is to affiliate spouses to an ongoing project. It does not encourage "Special Assignment Volunteers" (SAVs) because of the difficulties in placement, supervision, and support.
- Peace Corps' first preference is for spouses who both meet specific TAC skills requirements. Both spouses are then trained in and assigned to the same project.
- Second preference is a spouse who meets TAC skill requirements of another project in the same input cycle for assignment in the same site. The spouse can then be officially affiliated with that other project in the site.
- Last preference is a spouse who meets skill requirements for an ongoing project for which trainees have not been requested for that cycle.
- In all cases, Peace Corps/Washington consults with the Programming APCD by cable on the acceptability of spouses who do not meet specific skill requirements.
- All spouses are considered non-slot filling because only the matrixed spouse is counted as a "Trainee Request."

7. Pre-Training Information:

To the extent that preferences can be expressed at this time, show the type of pre-training event and approximate timing preferred for potential trainees for each assignment.

8-16. This part is filled by Peace Corps/Washington staff.

17. Requirements/Restrictions:

Using the Assignment Areas Skill Cluster listing, determine whether all components are acceptable. All, or only some of the components can be requested. Acceptance of only some of the components lowers the fill rate, however.

Assignment cannot be restricted because of age or sex unless it is a bona fide occupational qualification necessary to the normal performance of a particular assignment. Any such restrictions imposed must be justified; General Counsel will review and accept or reject the restriction. A TAC with such restriction will not be open to recruitment until General Counsel has cleared it.

Restrictions on the number of married couples acceptable must be stated in this section. A brief explanation should support the restriction.

18. Volunteers Assignment Description:

Provide the most complete and accurate information possible. This improves the likelihood of getting well-informed, well-prepared, and better motivated trainees. Specific considerations which have proven valuable in developing Item #18 are discussed below:

- Flexibility/Commitment - Give as much information as possible about the assignment, but stress the possibility of changes in plans and conditions. The TAC is only an approximate, not an explicit description, of what a Volunteer can expect to find. Make sure that the assignment described matches the qualifications described in Item #7 as supplemented by proposed training.

  Other points to be mentioned are:

  - Volunteers must have the ability to adjust to new people, environments, foods, working conditions, etc.

  - Volunteers must possess a healthy attitude toward themselves, relate well and sensitively to other people and conditions, tolerate ambiguity, and continue to operate in stressful situations. Commitment is necessary for a successful Volunteer experience. Describe the importance of the Volunteer assignment in terms of its positive effects on human and social development. The Volunteer assignment description should be worded to attract applicants who are willing to make the commitment demanded and the sacrifices required.

- Project, Problem, Goals, and Objectives - Include a brief description of the problem the project is focused on, the project's goals and the major objectives. The prospective applicant needs to know what the project is to accomplish and why. These statements should reflect those which appear elsewhere in the Project Plan. All TAC sheets for the same project must have the same, or similar, statements.

- Working Conditions and What is Expected of Applicants

  - This section of the TAC will be "standard" for all in-country TAC Sheets.

  Try to give the applicant a "feel" for the assignment, the project, the country, the living and working conditions, and the joys and frustrations of being a Volunteer.

  Listed below are some sample contrasting sets of working conditions which may be helpful when writing this part of the TAC:

  - Much unstructured time vs. scheduled time each day;
  - Seasonal slack time vs. no seasonal slack time;
  - Much direct supervision vs. little direct supervision;
  - Need for theoretical knowledge vs. need for practical knowledge;
  - Skills acquired during training vs. skills acquired through trial/error (specify);
  - Working in remote areas vs. working in accessible areas;
  - Means of transportation available;

- Much host country, other agency, or Peace Corps support vs. little support (specify if possible);

- High language environment vs. low language environment (amount of use, numbers, and relative importance of languages used);

- Present and/or previous PCV involvement in project or at specific site.

XX. DEVELOPING THE PRE-SERVICE TRAINING PLAN

A. INTRODUCTION

The Training Plan is the product of the combined efforts of the programming APCD and APCD with training management responsibilities and/or the training project director. The Plan describes the general content of the pre-service training program and the Entry Level Requirements trainees must demonstrate before being sworn in to Volunteer service. The principal responsibility for the Training Plan rests with the training manager and the programming APCD.

The Training Plan is the mutually developed and agreed upon contract between programming and training that the training staff accepts and will implement. It includes operating details, a program overview, pre-service training goals, entry level requirements, content and time allocation descriptions, methodological descriptions, and trainee and program assessment and evaluation criteria.

Two resources are available for additional information on the integrated training systems of Peace Corps: An Integrated Training System: Policy and Plans (Training Manual No. T-1) and Standards for Peace Corps Training (Training Manual No. T-2). Both these manuals are part of the Peace Corps' ICE materials.

B. TIMING AND USE OF THE TRAINING PLAN

1. The Training Plan should be developed twelve (12) weeks prior to trainee arrival in-country.

2. The final product must be available for the Country Desk Officer to send to trainees four (4) weeks before staging. A copy will be given to the Regional Program and Training Officer.

3. The document must be available for all contracted Pre-Service Training (PST) staff to read and understand before their actual hire, and also must be made available to stateside training contractors.

4. The document will be the basis of all pre-PST planning activities before trainee arrival such as the Training of Trainers Workshop, staff preparation, lesson plan development, etc.

C. CONTENT OF THE PRE-SERVICE TRAINING DESIGN

1. Operating Details

   - Authors and Dates of Training Plan Development
   - Program Title
   - Project Number

- PST Site(s)
- PST Dates
- Number of Trainee Requests
- List of Staff Positions and Assigned Staff (if known)
- Authorized Project Budget; Cost per Trainee; Cost per Trainee Week

2. Project Overview

- Project Goals - What are the long-range goals of the host country agency (HCA) and PC for this particular project?
- Volunteers Assignment Description - What tasks and activities are the PCVs expected to do in their tour of duty? (Attach a copy of the TAC Sheets or Task Analysis for each type of Volunteer assignment.)
- Terminal Objectives - What Entry Level Requirements in terms of specific knowledge, attitudes, skills, and behaviors are the trainees expected to have by the end of Pre-Service Training in the following areas:
    - Peace Corps (country specific and worldwide)
    - Cultural Studies and Area Studies
    - Host Country Development Issues; Sector Development Needs; Project Specifics
    - Community Development
    - Technical Skills
    - Language
    - Personal Management
    - Other
- Content and Time Allocation - Outline of general modules, time frames, core curriculum, and new lessons to be developed and included.
- Methodology - What learning model will be used? What techniques and strategies will be used in the seven content areas?

- **Trainee Assessment and Qualification** - What process will be used for determining the trainee achievement of the Entry Level Requirements?

- **Program Assessment and Evaluation** - What processes will be used for PST monitoring and final evaluation?

XXI. MANAGING NEW PROJECTS

A. INTRODUCTION

Project management is the systematic support, monitoring, assessment, and adjustment of the Peace Corps' joint development programming ventures. Management is based on the Project Plan, and is principally concerned with operational components of the project; in particular the objectives, the roles of volunteers, and the use of other resources.

B. PROJECT MANAGEMENT CONSIDERATIONS

1. At the national level, the conditions underlying the development problem are relatively fixed and not likely to change in the short term.

   Project milestone objectives, Volunteer assignments, and resources supporting the project all require continuing attention and assessment by the programming APCD. This is done through information collection and specific monitoring events.

2. The basic project management functions are:

   - **Monitoring/Support** - Ongoing, planned oversight of a project by the APCD and other members of the project team, focused on operational elements--accomplishments, problems and adjustments at the level of activities, objectives, and supporting resources.

   - **Assessment** - Summary and rapid evaluation of all components of a project when responsibility for it is transferred from one APCD to another, or when a Country Director desires a review, when developing the CMP/B, etc.

   - **Evaluation** - In-depth analysis of a project's overall validity, design and impact, conducted approximately once every three years.

3. Management areas often overlap. The sequence suggested should facilitate the manager's identifying crucial issues requiring immediate action, as well as seeing these in the context of the overall direction and success of the project. Management should cover the following broad areas of inquiry:

   - **Operational issues** for the overall project - How well objectives are being met, how the various parties are interacting and contributing;

   - **Volunteer's status and sites** - Work outputs, support and training issues, living conditions; and

- **Project design and overall results** - Original concept of the project, indicators of impact, contribution to host country development needs and priorities, relationship to the Peace Corps' Country Strategy, etc.

C. SPECIAL CONSIDERATIONS FOR NEW PROJECTS

1. For new projects, the first six months will be a time to see which methods of information collection and monitoring work the best, to test the reliability of the indicators and reporting channels, and to listen to the views of people directly involved in the project, especially Volunteers, their supervisors and/or co-workers.

2. During this period Volunteers and others in the project may need help in planning their activities, collecting and organizing their data, adjusting to the rhythm of project progress, or understanding the purpose of the monitoring function. As Volunteers report on accomplishments and help frame detailed objectives, their sense of being part of a problem-solving effort larger than their own assignments should be strengthened.

3. The feedback system should be reviewed at the first in-service training event or conference, bearing in mind that some activities or indicators may not yield useful data until later in the project's evolution.

4. The managing project APCD and/or team should collect and organize the data from the project's activities as soon as it starts to flow in. It can be filed under the broad headings of Operational Issues, Volunteer Issues, and Design Issues. The "Project Assessment Checklist" will be a helpful tool. This material will then be the basis for agendas of project team sessions or later Volunteer trainings or conferences.

TABLE 8. PROJECT ASSESSMENT CHECKLIST

A. OPERATIONAL ISSUES FOR THE OVERALL PROJECT

1. Are major project objectives being met?

2. Do local communities

   a. know of project?
   b. feel part of its planning and execution?
   c. perceive changes occurring (for better or worse)?

3. Is the host country sponsoring agency

   a. contributing human, financial, or in-kind resources as promised?
   b. clear about expectations, problems or concerns about the project?

   What are these?

4. Is the collaborating agency

   a. contributing support as promised?
   b. clear about satisfactions, problems? Which ones?
   c. clear about the role of Peace Corps?

5. Is the Country Director satisfied about how the project is going?

   Has she/he concerns or expectations for change?

6. Is the monitoring and management process working?

   a. Are reports being submitted, or information collected by other means? By whom? How often?
   b. What actions are being taken? How are decisions made?

B. VOLUNTEER ISSUES AND SITES

1. How well do Volunteers understand the project and their roles?

   How does understanding coincide with TAC descriptions and Task Analysis?

   Do they have clear work plans? Are such needed?

2. What is the fill rate history? Has that affected the project?

TABLE 8. PROJECT ASSESSMENT CHECKLIST
(continued)

3. Are the Volunteers' skills appropriate for the tasks needed to be performed in the project? What skills are needed but not there, or there but not being used?

4. Are there in-service training needs which emerge from the above analysis? If so, to upgrade/add skills, or to adjust or focus those already existing?

5. What has been the early termination history in the project?

6. Do Volunteers have necessary materials or equipment at the site? Where obtained?

7. What are site conditions in terms of Volunteer's living conditions, health, community interaction? Have the sites been visited recently? By whom?

C. PROJECT DESIGN AND OVERALL RESULTS

1. Is it a project with a clear focus, a beginning, middle and end?

2. How does the project comply with

   a. country needs and goals as discussed in Peace Corps/Country Development Review?
   b. Peace Corps Country Strategy?
   c. The specific Project Plan?

3. Are the goals and objectives

   a. clear to all involved?
   b. generally realistic?
   c. clear and logically related to the problem?
   d. in a logical sequence?

4. Does experience with project implementation indicate a need to adjust the timing or content of major milestone objectives?

5. Does the problem still exist as stated?

6. Do indicators of achievement exist?

   a. Have they been agreed upon with host organizations and collaborators?
   b. Are they the right ones for the desired result?

XXII. MANAGING ONGOING PROJECTS

A. INTRODUCTION

The project team approach is recommended for managing ongoing projects. Peace Corps' commitment to mutual project responsibility will be reinforced by making management a team effort. Also, Volunteers place a primary importance on host country support as a recognition of their role in the country's development. Ideally, host country officials at all levels should help plan and participate in site visits, Volunteer conferences, and other project management events. The responsible Peace Corps programmer should not regard project management as exclusively his/her burden, but rather should help structure the process, participate in it, help the team move toward conclusions and decisions, and assure that required progress reports are completed.

Monitoring events are those occasions when the flow of information from the project monitoring system is pulled together, and decisions are made about objectives, future Volunteer roles and numbers, training, and so on.

B. PROJECT MONITORING

1. Document Reviews

- The first step in project monitoring is to gather and read the official project documentation. This will include the Country Development Review; the Country Strategy; the Project Plan; the TAC Sheets; specific Volunteer task analysis and any results from the Country Program Review/Monitoring System.

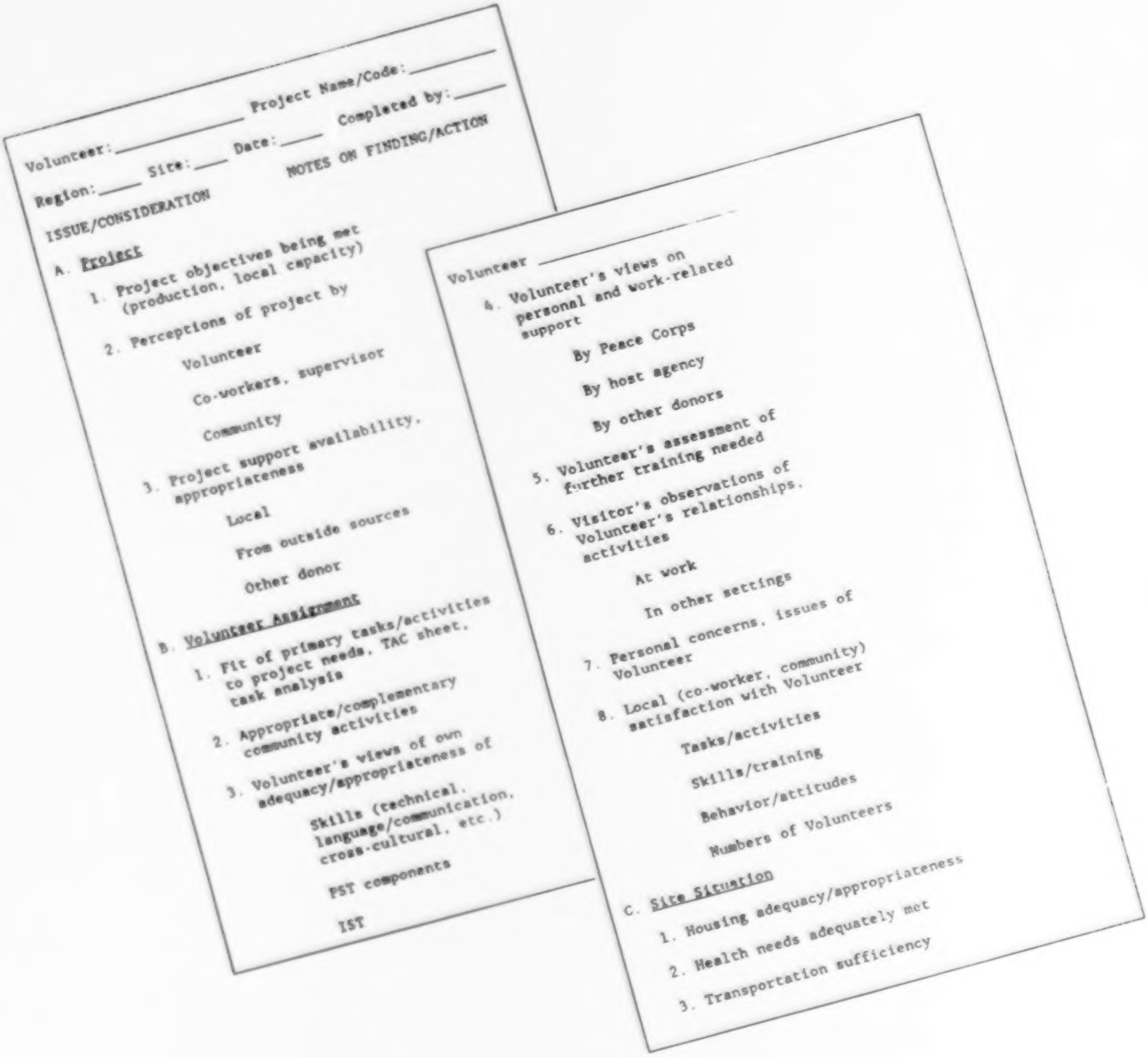
- The annual CMP/B Country Narrative should be checked for references to the problem area and sectoral strategy related to the project being assessed. The specific CMP/B Project Reports will give the annual update on the project.

  This review may help to flesh out the checklist of questions to ask and people to be sought out.

2. Site Visits

- As a general rule, each Volunteer site should be visited at least once a year by a Peace Corps staff member. The site visit serves to review each Volunteer's work and living conditions; identify project accomplishments as well as problems; and to discuss and agree on follow-up, whether involving personnel support, in-service training, additional technical assistance, or other adjustments.

TABLE 9. VOLUNTEER SITE VISIT CHECKLIST



Volunteer: ____________ Project Name/Code: ________

Region: _____ Site: ____ Date: ____ Completed by: ______

ISSUE/CONSIDERATION NOTES ON FINDING/ACTION

A. Project

1. Project objectives being met (production, local capacity)
2. Perceptions of project by
   - Volunteer
   - Co-workers, supervisor
   - Community
3. Project support availability, appropriateness
   - Local
   - From outside sources
   - Other donor

B. Volunteer Assignment

1. Fit of primary tasks/activities to project needs, TAC sheet, task analysis
2. Appropriate/complementary community activities
3. Volunteer's views of own adequacy/appropriateness of
   - Skills (technical, language/communication, cross-cultural, etc.)
   - PST components
   - IST

Volunteer ________

4. Volunteer's views on personal and work-related support
   - By Peace Corps
   - By host agency
   - By other donors
5. Volunteer's assessment of further training needed
6. Visitor's observations of Volunteer's relationships, activities
   - At work
   - In other settings
7. Personal concerns, issues of Volunteer
8. Local (co-worker, community) satisfaction with Volunteer
   - Tasks/activities
   - Skills/training
   - Behavior/attitudes
   - Numbers of Volunteers

C. Site Situation

1. Housing adequacy/appropriateness
2. Health needs adequately met
3. Transportation sufficiency

- The "Volunteer Site Visit Checklist" can be used as a reminder of items to check in interviews and through observation, as well as a place to record impressions or data.

TABLE 10. VOLUNTEER SITE VISIT REPORT

Name of Volunteer: ____________________ Project: ____________________

Date: ____________________ Supervisor: ____________________

Date(s) of Visit: ____________________ Visitor(s): ____________________

Persons Contacted:

PCV and Project Accomplishments:

Major Findings/Problems:

SITE VISIT REPORT

Recommendations/Follow-up Action Needed:

_____ Attached is a copy of a checklist used for the site visit
_____ Copies to

- ______ Volunteer
- ______ Volunteer File
- ______ Project File
- ______ Supervisor
- ______ HCA (Specify) ________________
- ______ Other

Signed: ____________________

Date: ____________________

- The "Volunteer Site Visit Report" is a format to summarize the activities, findings, and outcomes of the visit. The report should be placed in the Peace Corps Volunteer service folder, with copies forwarded to the Country Director or supervisor designate, if necessary; the Volunteer who was visited; and other appropriate host agencies in-country.

- After the Volunteers have been at site for about a year, site visits should additionally focus on attainment of project milestone objectives, and on replacement Volunteers to continue project activities. The assumption is that most sites will require more than one generation of PCVs to achieve the capacity-building as well as production goals of the Project Plan. The mix of tasks and skills required is also likely to change from one generation to the next. Discussions will, therefore, affect how replacement TACs will be written, and how replacement trainees will be oriented to the project and to the site.

3. Quarterly Reports from Volunteers

- Many Peace Corps countries have developed and used Quarterly Reports for work analysis, reporting, and planning for individual Volunteers. This procedure has several advantages:

    - It assists Volunteers in defining realistic operational objectives and activities related to milestone objectives, reducing problems caused by gaps between expectations and performance;

    - It helps Volunteers, staff, and host agencies review, redefine, and modify activities so as to better accomplish project objectives (or adjust the objectives themselves); and

    - It adds to the documentation of project history--objectives, accomplishments, and problems--for new Volunteers, new staff, and the sponsoring agency.

- In using a Quarterly Report approach to work planning and reporting at the Volunteer assignment level, APCDs and PCVs should keep the following in mind:

    - Volunteers are but one resource in a joint project activity, and highly individualized assignment plans may contribute to PCVs and others losing sight of project objectives, roles, and interactions;

    - The planning/reporting process should be designed so as not to interfere with actual Volunteer performance in the assignment;

    - Projects in which Volunteers report directly to Peace Corps should be designed so as not to interfere with the principle that PCVs serve and report to the sponsoring host country entity;

- Attention to this activity should be built into pre- and in-service training in order for it to be thoroughly planned and carried out well;

- The data generated should be limited to an amount which can be integrated and used by host agency officials and Peace Corps. PCVs will expect feedback and application of the information; and

- Volunteer Quarterly Reports should stress joint planning and be channeled through the host agency supervisor before forwarding to Peace Corps.

4. Potential Monitoring Events

- Group meetings and/or conferences for PCVs should include specific agendas to monitor project progress. Based on the document review, site visits, Quarterly Reports, etc., an agenda can be drawn up to reach agreement on needed corrective actions. To the extent possible APCDs, supervisors, co-workers and project participants should be included in each of these events.

- During pre-service training and perhaps ten weeks after Volunteers are in the field, it is an excellent idea to bring Volunteers and their direct host agency supervisors together to discuss with the project team the project, its goals, issues, and potentials.

- In-Service Training or Mid-Service Conferences are excellent forums to report on accomplishments, consider individual assignments and the project so far, discuss and revise plans, objectives, resource needs, etc. Task analyses and TACs can be revised.

- The Completion of Service Conference should have a strong programmatic component, including review of the Project Plan, with participants helping revise the next series of objectives. Here, the APCD can discuss accomplishments and gather suggestions for pre-service training for the replacement group. The conference should include the planning of activities for the final months of the tour, such as preparing technical reports and "How-to-Manuals" for PST and for ICE in PC/Washington, and site surveys and reports for replacement Volunteers.

5. The Country Program Review/Monitoring

- This system provides an objective and structured assessment of Peace Corps' operations on a continuing basis. Short questionnnaires are given to all PCVs, trainees, key trainers, Peace Corps staff, and selected host counterparts and host officials.

- Information generated from the CPR/M will add to specific project data collected from other sources and allows for project-to-project comparisons. While CPR/M does not allow for in-depth project analysis, it gives excellent management information regarding pre-service, project status, potential problems, in-country receptivity, project resources, programming quality as compared to Peace Corps Programming Criteria, etc. Details of the CPR/M system are outlined in a specific field manual Country Program Review/Monitoring.

6. Project Team Interaction

- National project team meetings (or interactions among parts of the team) should be frequent when a new project is launched. These might be cut back to bi-annually after the first 12 months or so, or timed to coincide with the various planning or resource request cycles of the cooperating agencies (Peace Corps, host country sponsor, collaborating donor).

- Agendas should be determined by the information being gathered, and results of the meetings recorded in minutes or memos of agreements.

- Once a project is established as an ongoing project (with the second or third training group input), different or additional monitoring or management events should be introduced, such as:
  - Regional agency and community meetings to discuss the project, its progress, and changes occurring in people's lives;
  - Ceremonies to mark turning points in the project, achievement of major milestone objectives, products (training designs, technical manuals, new infrastructure) delivered; and
  - Special meetings with or visits by experts in the sector to provide specialized training or assess technical components.

C. DECISION MAKING, FOLLOW-UP ACTIONS, AND REPORTING

1. The assessment procedure listed above will create much useful management data. Project management decisions or adjustments will likely fall into two broad categories:

- Immediate corrective actions, such as: dealing with site-specific problems and issues (poor communications, misunderstanding, and/or support at the project site); need for additional training or counselling for the Volunteers, etc.

- Medium-term agenda changes, such as: adding to or modifying specific project objectives; developing in-service training; improving monitoring indicators and procedures or making other revisions to the Project Plan.

2. Efforts should be made at least once a quarter to record the major problems encountered and main actions taken by the various parties to overcome them. This will ensure that the principal lessons learned during the start-up period are not forgotten or left out of the project history.

3. After a project has been in existence for two to three years, a thorough evaluation of its underlying assumptions, impact, and operations should be performed, using the services of the project team.

TABLE 11. TIME LINE FOR PRELIMINARY PROJECT PLANNING

Activity	Months Until Trainees Arrive																		
	18	17	16	15	14	13	12	11	10	9	8	7	6	5	4	3	2	1	Trainees Arrive
1. Selecting Problem Areas for Project Development					—	—	—												
2. Determining Project Goals and Objectives					—	—	—												
3. Determining the Full Range of Volunteer Assignments					—	—	—												
4. Conducting the Task Analyses							—	—	—	—									
5. Determining Volunteer Skill Levels										—									
6. Estimating Volunteer and Project Resource Needs										—									
7. Documenting the Preliminary Project Design										—									
8. (Optional) PC/Washington Consultation and Feedback										—									
9. Developing the Quarterly Trainee Request Summary (QTRS)				—			—			—									
10. Developing the Project Plan													—						
11. Conducting Site Surveys													—						
12. Preparing Trainee Assignment Criteria (TAC) Sheets													—						
13. Developing the Pre-Service Training Plan															—				

XXIII. EVALUATION

A. INTRODUCTION

More than 120 thousand volunteers have served with the Peace Corps over the last twenty-five years, a truly remarkable achievement. Volunteers have worked in over 90 countries worldwide, as teachers and farmers, doctors and auto mechanics, accountants and zoologists. Yet for all of these efforts, Peace Corps has little information available to document its successes. Despite the attention given to the concept of transferring skills to developing countries, very little data exist discriminating one course of action from another. Are all of these efforts equal? Does each and every approach to development serve the goals of Peace Corps? These questions must be answered, but the answers depend upon information. Gathering information about project goals and objectives, and the results of projects, is the role of evaluation.

B. THE EVALUATION PROCESS

Evaluation, in the broadest sense, is the process of generating information about the operations and impacts of programs and policies. A wide variety of empirical research methods are used in understanding the causal relationships that take place following the introduction of a program and/or project. Similar analytical methods are used to assess the subsequent outcomes of the program, whether expected or unexpected. While the intensity of a given evaluation effort may be constrained by such things as time, money, and personnel, most evaluations seek to obtain information which indicates how well things are working. A given evaluation may thus be aimed at establishing the "success" of a design, process, or result; or it may simply provide ongoing monitoring. One thing that must be stressed is that evaluation is intended to address and answer fundamental questions about program operations, rather than to examine people and/or personalities. The intent is to ascertain how well a particular process is working so that current and future decision making can be improved.

Evaluative approaches can generally be distinguished according to the kinds of information collected. Four basic questions are usually addressed:

1. Are the stated goals and objectives of a program realistic?

2. Are the criteria used to measure progress reasonable and complete?

3. To what extent is the program achieving its stated goals according to its criteria of success?

4. Should the goals or intermediate objectives be changed to reflect a program's continuing operation?

These questions can be asked of any evaluation ranging from a general effort/process evaluation to an impact/outcome evaluation.

The role of evaluation in many ways complements the other functions of good programming: planning, implementation, and monitoring. Each of these functions involves data collection to evaluate courses of action; however, evaluation is focused on identifying, clarifying, and documenting the results of these programming efforts. This is another link in the management process that a decision-maker must have in order to make fully informed decisions. Management operates in a climate that demands the inputs of programming and evaluation so that it can successfully develop, implement, and assess its policies, programs, and projects.

C. ASSUMPTIONS IN EVALUATION

Several key assumptions serve as the foundation for any Peace Corps evaluation. These assumptions are:

1. Any program evaluation procedures applied to Peace Corps worldwide should be field-based. The responsibility for conducting evaluations is assigned to the Country Director. Peace Corps staff should initiate program evaluations because they want to examine program effectiveness in order to improve their projects.

2. The evaluation process should be characterized by participation and skills transference by those involved in the project. The Integrated Programming System (IPS) stresses a team approach to project design and management that should be extended to evaluations as well. Participation in planning and conducting evaluations by all key parties, including the affected community people, reflects the commitment of Peace Corps to involving host country nationals in all levels of development activities.

3. Peace Corps/Washington can be viewed as a resource to assist in the evaluation process through the Office of Planning and Policy Analysis (PPA) or OTAPS. Assistance can be provided in all phases, ranging from the design and preparation of the evaluation instrument, to data processing and summation reports.

4. The results of any evaluation should be interpreted by those in the field who best know the problems being addressed by the evaluation. To the extent possible, these results should be shared with all project participants, particularly PCVs and Host Country Nationals

(e.g. ministry officials, supervisors, counterparts, and/or project beneficiaries where applicable).

5. Program or project goals and objectives should be used as the standards of success for a given program/project. If none exist, it is essential that a set of goals and objectives be established so that the evaluators can determine appropriate criteria to judge the effectiveness of the program/project.

6. In order to maintain consistency in the evaluation process, program/project issues are divided into three areas of coverage:

   a. Program/Project Design: Are any changes needed?

      - Is the original problem analysis still valid?
      - Were the assumptions made about the causes of the problem correct?
      - Do the content and timing of project objectives and major phases support the overall goals?
      - Are the roles and tasks originally conceived for PCVs still valid?

   b. Program/Project Operations: What is working well, and what needs to be restructured?

      - What are management and agency roles?
      - What issues are related to Volunteer activities, skills, training, status and support?
      - How effective are reporting and monitoring systems for tracking progress?
      - How effective are the planning and scheduling of activities and resource inputs?
      - What is the nature of activities and training compared to what was planned?

   c. Program/Project Results: What are the results of the program/project?

      - What has been the impact of the program/project on the problem?
      - What has been the effect of the program/project on the people in the community or region?
      - What are the tangible results; the products, the outcomes?
      - What are the intangible results; attitude changes, skills, self-esteem, etc.?
      - What results can be quantified for tracking over time?
      - What unexpected outcomes have occurred (tangible and intangible)?
      - What are the anticipated long-term benefits of the program/project?

- Are there differences in the ways different groups (economic, social, tribal, age, gender) have been affected?

These areas of coverage are clearly closely linked, and all three deserve adequate emphasis in planning the evaluation discussed below.

D. BASIC CONCEPTS IN PROJECT EVALUATION

1. What Is It?

Project evaluation means learning as much as possible from the operation of the project, then sharing this learning with the people involved. Learning about projects means being able to describe what actually is happening in each project and what results are being realized. Evaluation also means learning which projects work well, which don't and, most importantly, why. It means learning how to improve ways of doing business in matters over which Peace Corps has direct control (such as how staff and Volunteers are recruited, selected, trained, and supported) and in matters over which Peace Corps has little or no control (such as cultural constraints and developing world expectations).

2. Why Do It?

Evaluation is an integral part of the programming process. Project evaluation is a process which helps staff learn from the past. Its primary benefit is providing information for improving overall program effectiveness. Such information can:

- Facilitate programming and training decisions;
- Suggest areas of refinement in developing programs;
- Indicate changes in implementation processes;
- Assist in overall resource management; and
- Promote a constructive dialogue among the project participants.

Once these primary evaluation objectives have been met, meaningful, supportable summary statements can then be developed for presentation to other audiences, e.g. Congress, the public, host country agencies, regional staff, etc.

3. Who Does It?

Evaluations should be done by the people most directly involved in the projects. They not only have the best seats from which to observe the project, but they also have the most invested in the outcome. They stand to benefit the most from learning about what is happening and being accomplished in their projects. They also stand to gain additional support for their efforts by sharing this knowledge with people who support and finance the project at various levels. Project evaluations should allow those closest to project implementation (Volunteers, counterparts, local supervisors, etc.) to assess their own projects, as an integral part of carrying out the project. Evaluation information that assists the project participants to achieve their goals is potentially the most useful to in-country staff.

4. When?

The Integrated Programming System calls for an evaluation of each project every two to three years depending on when a project is initiated and when it is due to be completed. Project evaluations, however, should not be so rigidly scheduled that they are unresponsive to the special information needs of staff. For example, it might be useful for new project managers to undertake an evaluation early in their tour in order to have a thorough basis upon which to make decisions about future directions and activities. If a project has undergone major changes under a project manager, it may be useful to document the new directions and their effects. In many cases projects undergo interim evaluations as part of the regular country review and monitoring process.

5. How?

The key words are ease of application and use. The evaluation process and instruments used must:

- be relatively easy and quick to use;
- make inherent sense to all involved;
- generate information that genuinely helps guide the project participants in their work;
- provide reinforcement and needed support to the Peace Corps Volunteer;
- clearly be useful and understandable to staff who will make decisions based on the information generated; and
- be culturally appropriate.

Evaluation instruments are the tools used for evaluations. These tools may be as informal as conversations with host country officials or as formal as written questionnaires that everyone associated with the project completes. Other tools used in evaluations may include personal interviews, checklists, or surveys.

E. PROJECT EVALUATION STEPS

In any evaluation there are two major tasks: planning the evaluation and implementing it. These tasks can be broken down into several steps that enable the programmer to deal with project evaluations in a systematic manner. By understanding these steps and thinking about their purpose, programmers can make sure this information is included in the programming process from the beginning. The following section identifies the steps that can be taken in planning and implementing a project evaluation.

1. Planning the Evaluation

GOAL: To identify issues and make decisions on data gathering, staffing, resources, timing and reporting involved in developing the evaluation.

Step 1: Establish Purpose of Evaluation

- Establish the issues of the evaluation
- Identify which questions to ask
- Determine what type of information is necessary to answer the questions
- Determine whether this information meets the criteria of being valid and reliable
- Decide how the results can be used

Step 2: Plan the Evaluation

- Decide what information is needed for each issue
- Decide which sources to use for obtaining the information
- Decide the most appropriate methods/instruments for collecting the information to assure validity and reliability
- Decide who should collect the information, analyze, report and distribute the findings
- Decide what resources are needed and available to conduct the evaluation
- Develop the timetable for each step of the evaluation process

Step 3: Design Instruments and Analysis Plan

- Categorize desired data by source and method
- Consider types of items (questions and responses) and analysis for each method/instrument
- Write the items for each instrument
- Develop analysis plan
- Develop a work plan establishing who, how, and when the evaluation will be conducted

PRODUCT: A blueprint for the evaluation

2. Implementing the Evaluation

GOAL: To obtain and interpret the data.

Step 4: Gather the Data

- Prepare data collectors, if needed
- Pilot-test the methods/instruments
- Revise methods/instruments based on pilot test results
- Collect the data

Step 5: Analyze the Data

- Verify the data (i.e., adequate scope and representation, etc.)
- Interpret the data (i.e., quantitative/qualitative methods)

PRODUCT: Analyses of the data gathered.

3. Reporting and Using the Results

GOAL: To report and use the evaluation results to improve the project

Step 6: Present the Results

- Jointly discuss evaluation results among interested parties
- Develop recommendations to improve project
- Write the evaluation report
- Distribute the evaluation report
- Identify persons responsible for making/rectifying changes in project operation

Step 7: Follow-up Analysis

- Identify which recommendations are acceptable
- Develop appropriate strategies for implementation
- Establish a specific plan of action for follow-up
- Review progress of actions taken on recommendations

PRODUCTS:

1. Project Evaluation Report
2. An Action Plan specifying how the evaluation results will be applied
3. Status reports on actions taken and subsequent results

XXIV. ROLES AND RESPONSIBILITIES

The primary responsibility, authority, and accountability for each Country Program resides with the Country Director. Peace Corps/Washington has the responsibility to review the Country Program and its projects for internal consistency with Peace Corps Programming Parameters, country development needs, the Country Management Plan and Budget (CMP/B), and feasibility of Volunteer delivery. Peace Corps Volunteers are responsible for carrying out their assigned duties and transferring knowledge to their co-workers. All of these responsibilities are detailed below. The roles described here are not intended to be complete job descriptions; in most cases they reflect only the programming dimensions of each position.

A. PEACE CORPS/IN-COUNTRY STAFF

1. The Country Director

At the national level, the Country Director (CD), working with the Peace Corps staff and host country government, establishes the overall strategy of the program and provides direction in project development. He or she is specifically responsible for the Country Development Review and the creation of the Country Strategy. The Director reviews and approves each specific Project Plan vis-a-vis overall host country priorities, the Peace Corps Country Strategy, Peace Corps' Programming Criteria, and current Forward Plan. The Country Director is responsible for the direction, quality, and maintenance of the country program and is accountable to Peace Corps Headquarters for executing these responsibilities.

The Director supports the Associate Peace Corps Director (APCD) by maintaining effective top level communications with the host country and other agency officials, and by helping to identify and mobilize technical, financial or logistical support. The Country Director's project responsibility is more often that of oversight and supervision, making final recommendations and decisions regarding project designs and changes. The Director may also assume direct programming responsibility if the specific program or staffing circumstances require it.

2. The Programming and Training Officer

There are some Peace Corps countries, mostly in the Inter-American Region, with a Programming and Training Officer (PTO) position in addition to other Associate Peace Corps Director (APCD) program managers. In these cases, the PTO is responsible for working with the APCDs to identify host country development needs and assisting them in understanding and utilizing the Integrated Programming System's procedures and documents.

In cases where there is no official Programming and Training Officer, specific programming responsibilities will be assigned by the Country Director to the appropriate Associate Peace Corps Director.

3. The Associate Peace Corps Director

The Associate Peace Corps Director (APCD) has the most direct programming responsibility, designing and implementing and/or improving projects that are in line with the CMP/B and the Peace Corps Programming Criteria. The APCD utilizes the steps in the Integrated Programming System and is responsible for the required documentation, including developing, maintaining, and monitoring the Project Plan(s).

The APCD helps develop and implement pre-service and in-service training programs for a specific project and facilitates monitoring and evaluation of projects through the Country Program Review/Monitoring System. The APCD maintains working relationships with host country officials involved in projects at the national and local levels. The APCD or designate (i.e., Volunteer Leader) is responsible for conducting site surveys prior to placements of new Volunteers at project sites.

4. The Peace Corps Volunteer

Since the inception of the Peace Corps, its focus has remained on human development and its unique people-to-people approach, with the individual Volunteer as the key element.

Today, Peace Corps Volunteers are brought into host countries as part of a mutually developed project under the authorization of a national host agency. Volunteers are recruited, trained, assigned and supported to work within the host agency's sector of development in an approved project. Volunteers work individually or in teams with co-workers on a specified problem or need, with the goal of alleviating all or part of that problem.

Primary Role of the Peace Corps Volunteer: The Peace Corps Volunteer's primary responsibility is to the project and community to which he or she is assigned. Because of primary and secondary project activities, Volunteers can make important contributions to project development, management, and monitoring. More specifically:

- Peace Corps Volunteers work together with local peoples in projects affecting a specified problem or need, and in doing so, share required skills, knowledge, attitudes and technologies.

- Volunteers work as co-workers to bring about observable improvements in people's well being.

- Volunteers also work to establish ongoing processes of change that lead to increased self-reliance and economic self-sufficiency.

- Volunteers are placed in local communities so that together with community members, each benefits from the cross-cultural exchange.

Volunteers can provide ideas for possible new or expanded projects based on their own "pilot" experiences. They can assist in information collection, exchange, and analysis regarding community needs and priorities, and can assist in the task analysis process.

B. HOST COUNTRY AGENCIES

The Peace Corps perspective is that all projects are essentially host country agency projects and no project can be developed or implemented without host agency participation.

Mutual project planning and implementation with host agency personnel is essential to assure that Peace Corps and host country goals for participation are compatible, interdependent and shared.

Mutual project planning indicates host country approval and concurrence of Peace Corps participation in each project, and can generate added personnel, material, and/or financial contributions.

Host agency representatives at appropriate national, regional, and local levels should work together in the planning, implementation, and management process.

Peace Corps and the host country agency should work together to develop the Ministry Program Agreement which outlines the cooperative relationship between Peace Corps and the host agency.

Project beneficiaries, wherever possible, should be part of the project planning and implementation process as well.

C. COLLABORATING AGENCIES

Collaborating agencies may provide development activities with specific funding, technical assistance, or in some cases, actual project infrastructure.

Programming responsibilities for collaborating agencies will depend on the source of the initiatives for the collaboration and the nature of the given situation. Specific guidance is detailed in another section of this handbook.

D. PEACE CORPS/WASHINGTON

1. The Peace Corps Director

The Director's responsibility for programming is comprehensive. The Director reinforces the Peace Corps' programming parameters for the agency as a whole, and determines the overall program emphasis, size, and direction through the Forward Plan (see Glossary).

The Director interprets and responds to Peace Corps' statutory mandate, Congressional intent with respect to international development, and the President's perception of Peace Corps' role in the Administration's international development plans. As a member of the international development community, the Peace Corps Director participates in developing and implementing foreign assistance strategies.

2. The Associate Director/International Operations

The Associate Director/International Operations (IO) has oversight authority over the entire programming process including implementation of the Programming Parameters and Forward Plan. The Associate Director reviews and approves annual programming plans of the Regions and supporting offices, and allocates resources among the offices to carry them out.

The Associate Director/IO supports and encourages effective and innovative programming through management of personnel, resources, and funds.

3. The Region

The Regions have the primary responsibility for providing leadership and program guidance to Peace Corps' posts. The Regional Director approves CMP/Bs and works with Country Directors on overall direction and emphasis of programs and projects, and institutes changes such as growth, reduction or phase-out of Peace Corps participation.

Because the Regional Director has authority to allocate resources and funds and to assign staff and volunteers to countries within a region, the size, content, and quality of programs may be influenced.

The Region, through its programming and training functions and the Country Desk Unit, ensures that the overall Regional Strategy, as well as individual Country Strategies, are met by the individual posts.

The Regional Director or a delegated staff member may question or challenge specific project proposals or changes. This review/oversight authority is especially exercised when a project or assignment's compliance with Peace Corps' Programming

Criteria and Forward Plan initiatives is unclear, questionable, or unrealistic as compared to applicant supply.

4. The Country Desk Unit

The Country Desk Officer and Country Desk Assistant comprise the Country Desk Unit (CDU). They are responsible for maintaining communications to and from the field regarding programming issues, project developments, required project documents, and project monitoring activities. The desk functions as the country's chief Washington resource, fielding questions regarding the country program and projects from the Region, Office of Volunteer Recruitment and Selection, Office of Training and Program Support, Congressional Affairs, applicants, trainees, etc.

The Country Desk Unit plays a critical role in the review of preliminary project documents, the project consultation process, and the review of all final project documents, including the Project Plan and Trainee Assignment Criteria (TAC) Sheets, before forwarding them on for action.

5. The Office of Training and Program Support

The Office of Training and Program Support (OTAPS) serves as the technical resource office for Peace Corps Regions and countries in areas of programming, training and information. It develops and disseminates worldwide standards for programming and training, sector-specific guidelines for programming, curricula for Volunteer training, and technical material for both programming and training.

For programming and training activities in specific areas or sectors, OTAPS provides technical backup by identifying widespread development issues and problems and communicating special opportunities for Peace Corps assistance. OTAPS makes technical information and personnel assistance available to overseas programmers and trainers for project development; provides technical review of new or revised project proposals; and offers personnel for specialized technical training projects.

ICE unit provides Volunteers and staff with current technical information. It collects technical information generated by projects in all sector areas and serves as a resource center for Volunteers and staff for all phases of programming and training.

E. USE OF PROJECT TEAMS

Equality and partnership is the key to Peace Corps' programming relationships. Peace Corps' staff must work closely with key personnel of host and collaborating agencies to identify needs and to reach solutions which are compatible with the goals and abilities of all parties.

The Project Team approach to programming allows the Programming APCD to draw together a small team of appropriate specialists to work on the design, development, and monitoring of a particular project for Volunteers. Although time consuming, this process can bring about more detailed programming, shared responsibilities, better communications, and better commitments toward project success.

The Project Team may include the Programming APCD as project manager, other key representatives of Peace Corps (staff, Volunteers, or Volunteer Leader) and the host agency (from national and local levels as necessary); a member from the collaborating agency (i.e., AID or private voluntary organizations [PVOs]); and project beneficiaries. The APCD should function as the team leader.

Throughout the planning, implementation, and monitoring phases, the Project Team can mobilize national and regional resources to provide technical experts and advisors, materials, equipment, technical information, funds for project and Volunteer support, and schedule their delivery.

The Project Team can assist in pre-service and in-service training, group meetings of Volunteers, site visits, project monitoring and evaluation, and information exchange. If the project is successful in one area of the country, the Project Team can work together to replicate the project in other areas of need in the country.

The Project Team should last for the duration of a given project, even though some of the participants will change due to ends of tours, transfers, etc.

GLOSSARY OF PROGRAMMING TERMS

Causes: In a negative sense, those factors which create an unsatisfactory situation or development need, contributing to the existence and continuation of a given problem.

Collaborating Agency: The national or international institution(s), whether public, private, bilateral or multilateral, involved in a project along with Peace Corps and a sponsoring agency, as a provider of technical or material resources.

Forward Plan: The official Peace Corps document that sets out the major programmatic initiatives and management goals of the Peace Corps over three to five year periods of time. This document represents basic administrative policy guidelines to managers at all levels in the Peace Corps for agency planning.

Milestone Objectives: The series of interim steps or results which, when accomplished, leads to the realization of a goal. An objective should be observable or verifiable, time-specific, measurable, and should contribute directly to a change in conditions.

Peace Corps Programming Criteria: Official Peace Corps policy statement that defines the concepts, roles, responsibilities, and parameters for programming, and the procedures for systematically developing Peace Corps activities worldwide. The Programming Criteria are established by Peace Corps/Washington with specifics worked out within the context of host country development needs in order to create mutually beneficial relationships.

Problem: An existing and unsatisfactory social or economic condition or need which is considered to be responsive to remedial treatment by the planned application of Host Country and Peace Corps resources.

Problem Statement: A short statement that defines an undesirable situation that needs to be changed and includes a definition of the problem, its scope, its causes and consequences. Problem statements are the basis for further analysis and investigation leading to a potential Peace Corps project conceptualization and implementation.

Program: The sum of the projects or activities in a given country (i.e., "the Philippines Program").

Programming: The critical process in which Peace Corps and host country agencies work together to design, implement, and evaluate human development projects whereby Volunteers and host country nationals can apply effort and resources towards the solution of problems and the fulfillment of mutual goals.

Project: The basic unit of Peace Corps programming in each country. A joint time-specific undertaking of the Peace Corps with one or more host country institutions and/or private volunteer organizations, in which groups of Peace Corps Volunteers are a major or partial resource. A project is directed at a specified problem or need, with the goal of solving all or part of that problem.

Project Goal: A desired result or change which directly contributes to the solution of a problem. At the end of a project, the status of each goal must be verifiable. It should be the inverse of the problem statement.

Project Plan: The documented agreement between Peace Corps and a host agency to proceed with a program strategy, project, or volunteer assignment based on the judgements about its acceptability within the context of Peace Corps Programming Criteria and host country needs.

Request: In the formal sense, a "Trainee Assignment Criteria" (TAC) Sheet request made by the Peace Corps Country Director and submitted to Peace Corps/Washington. When approved, the TAC leads to the recruitment, placement, and training of Volunteers for a project, and the allocation of funds and resources to support them. The TACs are a result of Peace Corps and the host agency's "Ministry Program Agreement," the programming process, and the specific Project Plan. More informally, a "request" can occur when a host country agency or individual approaches Peace Corps with a written or oral "request" for assistance.

Review: The critical analysis and measurement of country plans, programs, strategies, and projects conducted within each Peace Corps country and with headquarters.

- Country plans, program, and strategies are reviewed annually in the Country Management Plan/Budget process.
- For new projects, a review occurs before project details are agreed upon and committed to in the Project Plan.
- For continuing projects, the review should be at least once a year using the Country Program Review/Monitoring process.

Sector Program: The sum of projects or activities in a given development sector in a country (i.e. "the Agriculture Program," incorporating the Ag Extension Project, the Supervised Ag Credit Project, and the Agricultural Marketing Project).

Sponsoring Agency: The host country institution(s), whether public or private at the working level, which has major responsibility for a project's design, implementation, monitoring, and evaluation, and the supervision of the project's Peace Corps Volunteers.

TAC Sheet: The document outlining the responsibilities, activities, work objectives, cross-cultural expectations, living conditions, entry skills and other competencies required for each Peace Corps Volunteer Assignment.

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APPENDIX A. FACTOR ANALYSIS WORKSHEET

FACTOR ANALYSIS:
ANALYZING ALTERNATIVE PROJECT GOALS

BRIEF DESCRIPTION OF ALTERNATIVE GOAL OR APPROACH:

HELPING FACTORS:	HINDERING FACTORS:

APPENDIX B. TASK ANALYSIS TABLE

Volunteer Project: ________ Assignment: ________ Portion of Assignment: ________

most 5 3 1 least

MAJOR TASK	WEIGHT				SKILLS	KNOWLEDGE	ATTITUDE
	I	F	D	T			

KEY
I - Importance
F - Frequency
D - Difficulty
T - Total

APPENDIX C. PROJECT RESOURCE PLANNING SHEET

PROJECT RESOURCE PLANNING			
MAJOR OBJECTIVE OR ACTIVITY	RESOURCES (BY CATEGORY)*	POTENTIAL SOURCES	
		Agency	Other
*Material, Financial, Service, Human			

APPENDIX D. PROJECT SUMMARY SHEET

1. Country/Project Name | 2. Project Code

3. Project Problem Statement (Description/Scope/Consequences/Causes)

4. Project Goal (Including Termination Date)

5. Milestone Objectives for Startup Year   Vol. Startup: Month___Yr.___

6. Programming Criteria Statement (How This Project Complies With Programming Criteria)

APPENDIX D. PROJECT SUMMARY SHEET
(continued)

Country/Project Name: ____________________ Project Code: _______________

---

7. Collaborating Agencies

A. Host Country:
B. Other:

Agency(ies)	Nature of Collaboration	Begin/ End Dates	Comments on Quality of Collaboration

---

8. Critical Resource Needs/Sources

---

9. Volunteer/Trainee Strength

A. FY 19 : On-Board 9/30/ _____ Vs _____ Ts
B. Trainee Requests:

Actual	Projected				
FY 19	FY 19	FY 19	FY 19	FY 19	FY 19

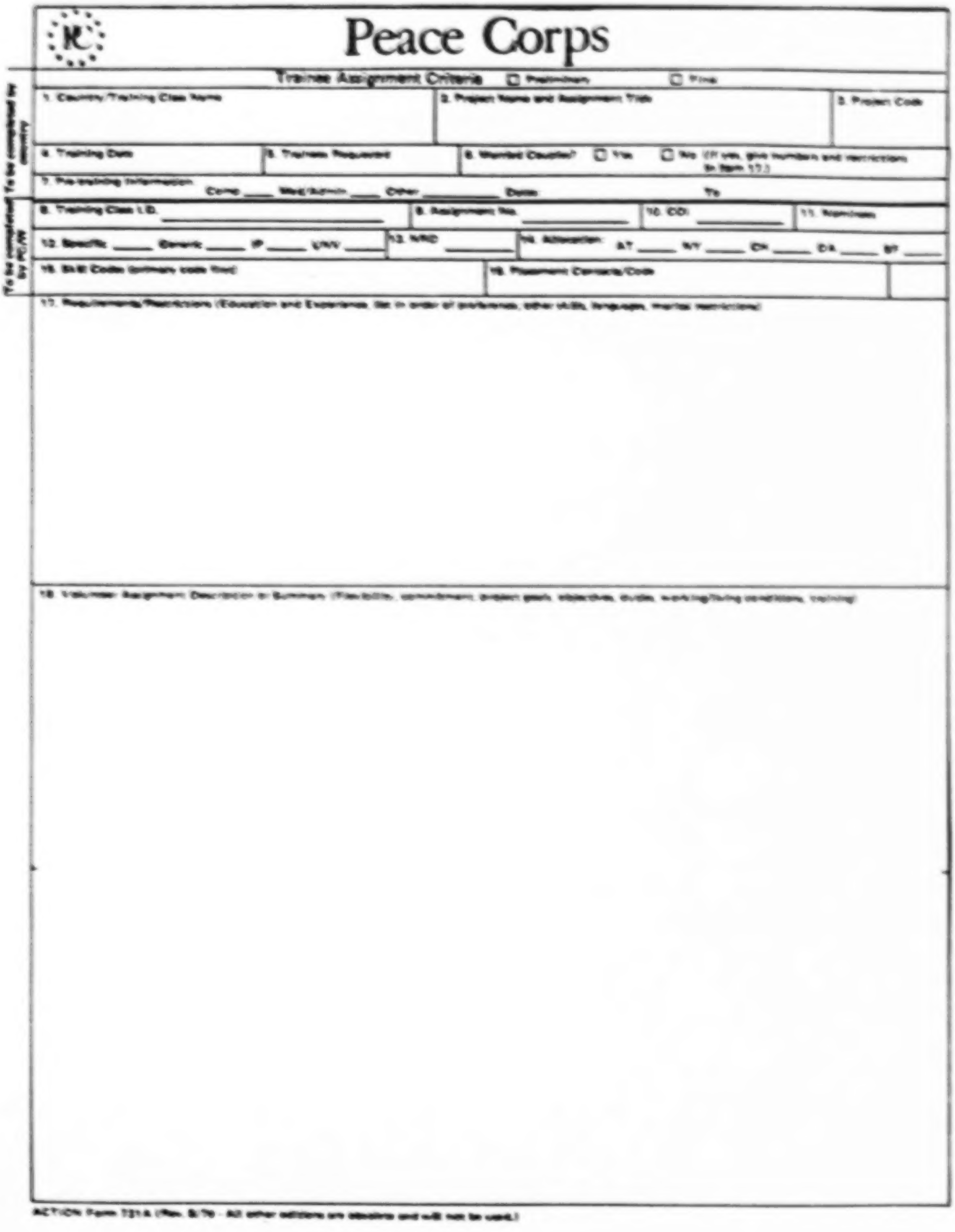
---

10. Assignment Area and Skill Clusters Proposed for Volunteers

---

11. Specific Feedback Requested

APPENDIX E. TRAINEE ASSIGNMENT CRITERIA



Peace Corps

Trainee Assignment Criteria ☐ Preliminary ☐ Final

To be completed by country

1. Country/Training Class Name	2. Project Name and Assignment Title	3. Project Code
4. Training Date	5. Trainees Requested	6. Married Couples? ☐ Yes ☐ No (If yes, give numbers and restrictions in Item 17.)

7. Pre-training Information Comp ___ Med/Admin ___ Other ________ Date To

To be completed by PC/W

8. Training Class I.D. ________	9. Assignment No. ________	10. COI ________	11. Nominees
12. Specific ____ Generic ____ IP ____ UNV ____	13. NRD ________	14. Allocation: AT ____ NY ____ CH ____ DA ____ SF ____	
15. Skill Code (primary code first)	16. Placement Contacts/Code		

17. Requirements/Restrictions (Education and Experience, list in order of preference, other skills, language, marital restrictions)

18. Volunteer Assignment Description in Summary (Flexibility, commitment, project goals, objectives, duties, working/living conditions, training)

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APPENDIX E. TRAINEE ASSIGNMENT CRITERIA (CONTINUED)

PEACE CORPS TRAINEE ASSIGNMENT CRITERIA
(Continuation Sheet)

Country/Training Class Name	Project Title/Assignment Title

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Since 1961 when the Peace Corps was created, more than 80,000 U.S. citizens have served as Volunteers in developing countries, living and working among the people of the Third World as colleagues and co-workers. Today 6000 PCVs are involved in programs designed to help strengthen local capacity to address such fundamental concerns as food production, water supply, energy development, nutrition and health education and reforestation.

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